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WATERFRONT STUDY
STAGE ONE REPORT

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GREENWICH VILLAGE WATERFRONT DEVELOPMENT STUDY STAGE ONE REPORT

Prepared for
BOROUGH PRESIDENT OF MANHATTAN HON.PERCY E.SUTTON
AND COMMUNITY PLANNING BOARD NO. 2

Prepared by
BEYER-BLINDER ASSOCIATES - ARCHITECTS AND PLANNERS

MARCH 1970

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TABLE OF CONTENTS

1. INTRODUCTION

| | |
|---------------------------|---|
| Purpose of Stage 1 Report | 1 |
| Summary of Findings | 1 |
| Scope of Contract | 9 |

2. DATA ANALYSIS

| | |
|-----------------------|----|
| Methodology | 12 |
| Metropolitan Setting | 13 |
| Greenwich Village | 20 |
| Waterfront Study Area | 22 |
| Planning Sub Areas | 34 |

3. COMMUNITY PLANNING PROGRAM

| | |
|------------------------------------|----|
| Advocacy Planning | 51 |
| Aspects of Community Participation | 52 |

4. WATERFRONT STUDY GOALS 63

5. CONCEPTS AND OPTIONS

| | |
|--|----|
| Evolution of Old Buildings | 67 |
| Zoning Overlay | 69 |
| Evolution of Piers & Waterfront Activities | 71 |
| Street Life and Traffic | 72 |
| Public Transportation | 73 |
| Priorities | 74 |

6. RECOMMENDED PLANNING PROGRAM

| | |
|-----------------------------------|----|
| Planning, Design and Coordination | 78 |
| Traffic and Transportation | 79 |
| Economics and Marketability | 80 |
| Engineering | 80 |
| Specialized Industrial Management | 81 |

TABLE OF CONTENTS (Continued)

7. APPENDICES

| | |
|------------------------------|----|
| A. Brief History. | 83 |
| B. Planning History. | 88 |
| C. Bibliography. | 93 |
| D. Condition of Piers. | 94 |
| E. Characteristics of Piers. | 96 |

LIST OF PHOTOGRAPHS

| | |
|-----------------------------------|----------------|
| Buildings and Landmarks | facing page 23 |
| Open Spaces | " " 25 |
| Residential Streets and Buildings | " " 27 |
| Problems | " " 72 |
| Assets and Potentials | " " 74 |
| Police Station - Charles Street | " " 76 |

LIST OF DRAWINGS

| | |
|---|-------------------|
| Location Plan | following page 33 |
| Generalized Land Use | |
| Major Buildings and Landmarks | |
| Functional Areas | |
| Zoning | |
| Public Ownership | |
| Planning Sub-Areas | |
| Buildings Suitable for Rehabilitation | following page 77 |
| Major Auto Access | |
| Major Truck Destination | |
| Illustration of Rehabilitation - Police Station | |

CREDITS

98

1. INTRODUCTION

Purpose of Stage 1 Report

Summary of Findings

Scope of Contract



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Purpose of Stage One Report:

This report is intended to provide the Borough President and the Community with a summary of the work accomplished to date. No specific detailed physical recommendations have been accomplished. The work has purposefully avoided design solutions, since the contract is oriented to fact-finding, defining community goals and objectives, general planning concepts, and programs of Community participation.

All of these work tasks were achieved jointly by the Waterfront Development Committee and the consultants. Subsequently their conclusions were presented to the Community Planning Board and the community-at-large for their review. The general planning concepts were developed as illustrations of the Study Area's range of future potentials and not as specific and documented solutions.

In conclusion, the Stage One report outlines a "Recommended Planning Program" beyond the scope of the current planning contract, which should be undertaken if the opportunities for growth and development in the area are to be realized.

Summary of Findings.

1. Overall Character

The principal characteristic of the Study Area is its social, economic, functional and environmental diversity. In this respect it epitomizes the traditional living patterns that exist throughout Greenwich Village.

2. Statistical Characteristics

- Preliminary Boundaries - A one mile long segment of the Hudson River water frontage with 14th Street on the north; Canal Street to the south; Hudson Street on the east; and the Hudson River pierhead line on the west.
- Area - 284 acres of which 117 acres (including 49 acres of existing piers) is located between pierhead and bulkhead lines and is owned by the City. The Study Area represents 34.8% of the Greenwich Village Community Planning Area (817 acres).

- 1960 Population - 5,539, which is approximately 6% of the total Village population of 82,887. (Present population is not known.)
- 1960 Employment - Approximately 10,000 persons have jobs in the Study Area, the two largest sectors of employment being the 14th Street Meat Market with approximately 4,500 persons, and the Printing & Graphic Arts industry with approximately 3,500 persons.
- Commercial Uses - Over 120 retail businesses exist in the Study Area including food and liquor stores, hardware, household, and antique shops; clothing boutiques, restaurants, cafes and bars; barbers, beauty shops, and shoe repairers. Artist lofts, studios, and theater workshope and various office functions are also located in the Study Area.
- Buildings - The 800 buildings in the area include two-story Federal houses, old law tenement buildings, late 19th and early 20th Century industrial and loft structures, and modern high rise brick apartment buildings. The majority of buildings range between three and six stories. The tallest building is a new 19 story apartment building.
- Piers - 15 in total including, in descending order of activity, the Gansevoort Destructor, Pier 40 (the Holland America Line), Morton St. and Gansevoort recreation piers, five marine transfer piers, a fire-boat station, three police automobile pounds, and two totally vacant.

3. Planning Sub-Areas

Within the overall Study Area, eight distinct sub-areas coexist with very little functional interrelationship and with varying degrees of compatibility or conflict.

- The 14th Street Gansevoort Meat Market

This is the largest facility of its type now operating in the City. It extends over approximately 24 acres and employs 4,520 persons. Its specialized refrigeration and meat processing equipment present a large capital investment which sustains its economic viability, in spite of traffic congestion and deteriorating buildings. Current studies by representatives of the market and consultants are directed to the future of the market, its methods of operations, and whether it should remain at 14th Street or move to a new location.

- 14th Street Waterfront

This area of waterfront, specifically Piers 54, 56, and 58, is more closely related to the Chelsea waterfront activities immediately to the north than to the West Village area.

It is isolated from the principal West Village waterfront and upland areas by the Gansevoort Destructor, and by the Meat Market area.

Its future will be most influenced by that of the Chelsea waterfront, which is presently being studied by a planning consultant to the City Planning Commission, and by the plans and policies of the meat market.

- The Gansevoort Destructor

An incineration and barge transfer facility, occupying approximately 12.8 acres of waterfront land, presents a major physical and environmental obstacle to the growth and improvement of adjacent waterfront areas.

- The West Village Waterfront

This 55 acre area, from the Gansevoort Destructor southward to Pier 40, represents the most significant opportunity for revitalization, community facilities, and new construction within the Study Area. Of the eight existing piers, many are misused for the storage of abandoned vehicles, or underutilized by lightering functions. The Morton Street recreation pier is the only community facility in this area of the waterfront.

- The West Village Upland

The upland extends easterly from the elevated Miller Highway and is bounded on the north by the Meat Market and on the south by trucking and printing functions. It contains a high mixture of uses and functions in over 500 buildings, and represents the greatest opportunity in the Study Area for rehabilitation, conversion from industrial to residential uses, new "in-fill" construction, and the preservation and restoration of existing structures.

- Pier 40

This facility was constructed in 1962 as a combined passenger and cargo handling pier. It is primarily used by the Holland-America Lines for passenger ships. Due to its restrictive size and its location, it is not suitable for a containerization function, although it could continue to serve a useful purpose in handling general cargo, and passenger shipping, trucking, or new waterborne activities.

- Trucking Center

This sub-area has a diversity of transportation facilities ranging from modern and efficient terminals such as the Port Authority Union Terminal and St. John's Terminal, to small independent truck terminals, garages, and parking lots. The district employs approximately 1,000 persons excluding truck drivers, and is not subject to major change in the immediate future. Opportunities for long-range change are contingent upon City-wide transportation and industrial policy and trends.

- The Graphic Arts and Printing Center

The portion of this center located in the Study Area employs 3,500 persons, the second largest source of employment in the area. It functions with modern facilities in large, substantial structures and is clearly a permanent and possibly an expanding source of employment.

- Canal Street

The Canal Street area and its waterfront, extending south from Prince Street is in a serious state of decay. Potentials for expanding the printing and trucking industries exist in this area now that the Lower Manhattan Expressway has been de-mapped.

4. Traffic

The mixture of local and through traffic, together with conflicts between delivery trucks, private automobiles, and pedestrians, has been a major deterrent to the growth and development of the area. Solutions to some of these problems represent a few of the more readily implementable objectives of the Study. In particular, by restricting through truck traffic to the periphery of the area - West Street - and prohibiting truck routing on east-west streets south of Horatio and north of Morton Streets, the residential neighborhoods within the area would be relieved from one of their major irritants.

The elevated Miller Highway, the principal barrier between the waterfront and the West Village upland areas, is programmed for restructuring by the State Highway Department. The right-of-way including West Street is approximately 225 feet wide and occupies 39 acres (15%) of the Study Area. Through proper coordination and design by the State, the City, and the Community, it offers

the most significant potential environmental and traffic improvement in the Study Area.

The ultimate physical solution to this problem will be one of most important influences upon the whole West Village area.

The opportunity to create a downtown distribution center south of Morton Street in the vicinity of existing substantial truck terminals and adjoining Pier 40 will also provide further long range opportunities to de-fuse the current conflicts between automobile users, truckers and pedestrians.

5. Mass Transportation

The majority of the Study Area presently has little or no public transportation. Substantial immediate improvement can be achieved by establishing a more widespread system of bus routes.

Beyond this initial objective, overall City-wide transit can be achieved through utilizing the P.A.T.H. Subway System (via the P.A.T.H. Station on Christopher Street) and linking it up to the New York City Subway System (such as the 14th Street/Canarsie BMT and 6th Avenue IND Lines) on a comprehensive scale.

6. Community Participation

A high degree of personalized information and insight into the problems and assets of the area has been obtained through community participation.

To date, members of the community have been involved in this study in four types of activities:

Committee Liason

A nine member Waterfront Development Committee, appointed by the Chairman of Community Planning Board #2, has met regularly with the consultants. Their role has been to work cooperatively with the consultants, guiding policy definition, reviewing work programs, establishing liaison with the community and obtaining data and information.

Interviews

Many members of the community, residents, businessmen, and people working in the area have provided considerable information through a series of individual interviews. Over 50 of these interviews have been conducted.

Community Survey

A physical survey of the Study Area was conducted in January, 1969. Small teams of community residents, supervised and guided by the consultants, made a series of surveys gathering information on building usage, condition, and occupancy, as well as surveying street conditions concerning environmental factors, parking, trucking, and traffic patterns.

Public Meetings

On February 27, 1969, a progress report was made to Community Planning Board #2. After review and discussion, they instructed the consultants to submit their findings to the community at large.

On March 18, 1969 a public hearing was held, at which over 200 people were present to review the work in progress and give comments and suggestions to guide the future work program.

On January 13, 1970 a public hearing was held to review the conclusions of the Stage 1 work, as documented in this report. Approximately 150 people attended. All meetings were covered by Village newspapers.

7. Waterfront Study Goals

Specific planning goals and objectives which will guide policy determinations and various planning proposals are as follows:

- Revitalize the waterfront to play an increased role in the social, economic, and cultural life of the Community.
- Maintain and extend the existing characteristics of Greenwich Village throughout the Waterfront Study Area.

- Preserve existing buildings.
- Provide for new housing in the character and overall density of Greenwich Village.
- Encourage the growth of small retail shops and diverse businesses.
- Provide community recreation at the water's edge and in the upland areas in relation to centers of pedestrian activity.
- Provide for new community facilities to serve the new population in the area, as well as surrounding neighborhoods.
- Develop circulation systems which separate local and through traffic.
- Improve public transit service to all parts of the West Village.
- Encourage continued employment by maintaining a diversity of industrial and commercial functions.
- Enforce existing air and water pollution controls and create new environmental standards for the area.

8. Opportunities - Concepts and Options

Extensive opportunities presently exist for new and rehabilitated housing, recreation, community facilities, and comprehensive environmental and circulation improvements. Growth can occur without relocation or disruption to the existing neighborhood.

This planning study clearly establishes that the community desires evolutionary growth and not a disruptive revolutionary system of change. In order to achieve this, a series of actions covering various time spans have been considered. Common to all actions is the need for comprehensive programs to review and change current zoning; to study the future industrial base of the waterfront; to create methods of sponsoring and financing community-based residential projects both in rehabilitation and new construction.

Opportunities can be realized in both short-range and long-range actions. Typical short-range actions would include the development of summertime neighborhood recreational facilities on the waterfront, the conversion of vacant loft buildings into rehabilitated apartments, re-routing of trucking away from residential streets, and improvements to bus transportation. Typical long-

range actions include new waterfront development programs for the area between pierhead and bulkhead lines, combined residential and recreational facilities with waterfront industries, and the realignment and reconstruction of Miller Highway in a compatible relationship to residential and pedestrian activities.

9. Implementation and Marketability

Because of the attraction of Greenwich Village and the high degree of marketability of the waterfront area, principal methods of implementing new development should occur outside the traditional urban renewal approach. Substantial growth could be accomplished rapidly by continued programs of community planning and with a minimum of City expenditures. These programs would be achieved through a comprehensive rezoning of the area.

Extensive public improvements, the restructuring of Miller Highway, and complex waterfront construction systems will require assistance from the City, the State, and possibly the Federal government.

10. Recommended Planning Program

In order to pursue the opportunities that occur in the Study Area, additional professional services beyond those represented in the current contract with the Borough President are required:

- Planning, design, and coordination to translate development opportunities into a workable plan and a program of rezoning.
- Traffic and transportation services to identify the alternative opportunities for restructuring the Miller Highway and for solving localized traffic and transit problems.
- Economic analysis to test the practicability of rezoning alternatives, and the feasibility of government assisted housing programs.
- Engineering services to provide alternative construction and cost methods for waterfront and highway development, and for environmental pollution control methods.
- Specialized economic, industrial development and management studies, to jointly determine the needs and solutions of the Meat Market, the trucking center, the graphic arts and printing center, waterfront industries, and various other non-residential activities in the Study Area.

Project direction and control of the planning program should remain with the Community Planning Board as an extension of the current study.

Scope of Current Contract:

1. Study Area

At present the Study Area has been defined by the Village Planning Board as follows: "the area along the river from Canal to 14th Streets and an 'upland area' to the east as shall be determined". This is an appropriate description. Precise boundaries will only be determined during a closer examination that will be made in future and more detailed studies.

Functional areas, however, can be identified now to include: the water-borne industrial and warehousing activities, adjacent trucking facilities, the graphic arts printing area, north and south bound through traffic arteries, east-west streets with mixtures of residential and small scale commercial activities. It will be important to recognize the distinctive characteristics of these functional areas and shape overall planning objectives into the most appropriate form.

2. Study Objectives

The overall objective of the Study is to determine the future role of the waterfront. Specific objectives include:

- Definition of community and city-wide objectives, needs and priorities.
- Development of planning and design concepts and images to illustrate the range of future potentials of the area.
- Definition of a planning and implementation program for specific studies and additional development planning.
- Identification of those elements of the Study Area that are suitable for immediate implementation.
- Creation of an operational method for community participation in all phases of the study -- including implementation.

3. Planning Framework

Develop a planning framework to:

- Emphasize and strengthen the compatible mixture of urban functions in order to perpetuate a dynamic and lively community.
- Capitalize upon the latent strengths of the area for residential and recreational uses by the rehabilitation or redevelopment of those areas which would be suitable and desirable for such uses.
- Use all available and/or underused properties for priority urban activities.
- Illustrate solutions for the improvement of vehicular flow throughout the area, paying particular attention to the effect of through traffic, trucking and truck terminals upon the area.

4. Study Format

The major influences upon the form of the study are the restricted funds available, the varied characteristics of the Study Area, and the urgency of its specific problems. For these reasons, it has been important to develop a format for work which rapidly identifies major issues and poses possible solutions in a flexible way. The study is conducted in a manner which permits the use of all available sources of information, in the Community, the City agencies, the Port Authority, etc., without having to spend valuable time gathering such information through field trips and other first-hand data gathering techniques. The collection of this information has been an important role for community groups in collaboration with the Planning Board and under the direction of their consultant.

The following steps outline the work program:

Step One - Reconnaissance

- Collection of available data.
- Interviews with major local groups, specialists in transportation, trucking, shipping and allied waterfront industries labor unions, appropriate City agencies, etc.

- Analysis of pertinent material and the establishment of policy, objectives and basic needs.
- Identification of additional material and information required to complete the analysis in specific areas.

Step Two - Review and Feedback

In order to insure community support and guidance throughout the study period, time is devoted to obtaining community reaction to the findings and policy established to date. In addition, certain specialists interviewed in Step One are contacted again to obtain their opinions of the work to date and the program for future work.

Step Three - Concept Formulation

The objective of this phase of the work is to synthesize the information gathered in Steps One and Two into a coherent series of concepts and illustrative planning alternatives. It will result in recommendations for action -- some specific and others general -- over varied time spans.

Step Four - Review and Feedback (same as Step Two)

Step Five - Presentation and Reporting

The preparation of this Stage One, Summary Report outlines the basic findings and recommendations.

5. Future Work Program

With the publication of this report, Steps One to Five above have been completed. If the Recommended Program outlined in Chapter 6 is authorized by the Borough President and the City Planning Commission, it is suggested that substantive planning work commence immediately on the expanded studies.

Clearly the overall goals which were developed by community-wide discussion and the specific issues for action identified in this study are a sound basis for continued and intensified progress.

2. DATA ANALYSIS

Methodology

Metropolitan Setting

Greenwich Village

Waterfront Study Area

Planning Sub Areas

Methodology

Collection of data is not a primary objective of the Waterfront Study. The limitation of planning funds and the expressed directive of working with the community has led to the gathering of information through personal contacts, brief interviews, and numerous telephone inquiries.

Although this approach minimizes extensive surveys and research, it is by no means a small task. The diversity of functions within the Greenwich Village Waterfront area is phenomenal for a district of its size. Equally diverse are the opinions, aspirations, and specific proposals of community residents, businessmen, and workers.

Over 50 interviews have been conducted to date. These include discussions with various representatives of the Meat Market, International Longshoremen's Association and the Teamsters Union, trucking management personnel, principals of graphic arts and printing firms, as well as various local residents. In addition, numerous interviews have been conducted with City agencies and planning and design professionals knowledgeable about the area or waterfront development in general.

In order to facilitate Community participation on a technical level, as opposed to mere attendance at meetings and presentations, a specific site survey was organized and conducted to include members of the Greenwich Village Waterfront Development Committee. The survey was conducted over a two-day period in January 1969. Four teams of approximately three persons each, led by a representative of Beyer-Blinder Associates, conducted a walking tour of the entire study area and recorded the following basic data:

- a. Composite building use.
- b. Generalized external building condition.
- c. Characteristics of building occupancy and activities.
- d. Direction and generalized characteristics of traffic flow.
- e. Quantities and location of off and on-street truck and automobile parking.
- f. Location and characteristics of truck loading docks, truck movements, and principal trucking streets.
- g. Characteristics and conditions of street pavement, sidewalks, and shade trees.

This information provided a point of reference and understanding for the Committee as well as the Consultants. The findings, along with other recorded data, formed an uncontroversial basis for analysis

and for the formulation of study goals and objectives.

The third principal source of information has been available reports, plans, proposals and other statistical data as prepared or compiled by various New York City and State agencies, other professional consultants, independent authors, and the New York Times.

The overall results of the above methodology have provided a general understanding of the Study Area, and, as important, it has uncovered numerous situations where in-depth analysis must occur before intelligent policy and planning can be accomplished. The most significant product of this phase of the study has been the personal insight achieved through the interview program, the numerous Committee meetings, and the public hearings.

Metropolitan Setting

1. New York Harbor's Changing Role

The principal reason for conducting a Greenwich Village Waterfront Study is that this one mile stretch of the North River Harbor from Canal to 14th Streets has experienced more than its share of the industrial decline of the Port of New York.

As Manhattan's role changed from a 19th Century center of manufacturing, wholesaling and warehousing to a 20th Century focus of business, finance, decision-making, and the arts, its waterfront has become an industrial slum.

In 1964, the Planning Commission suggested an approach which recognized Manhattan's changing role by initiating a new policy for waterfront development.⁽¹⁾ Essentially it called for consolidation of Manhattan's harbor activities into a single international passenger terminal on the North River, with the remaining waterfront reclaimed for housing and recreation. The other harbor areas of Brooklyn, Staten Island, and New Jersey were to be converted into modern containerized intermodal ports. No cargo activities were contemplated for Manhattan.

Although the 1962 Department of Marine and Aviation plan (the EBASCO Report), and various other waterfront reports proposed expansion of Manhattan pier facilities, basic City policy for the waterfront follows the 1964 City Planning Commission recommendations.

2. Greenwich Village Waterfront

The waterfront area from Canal to 14th Streets participates in New York's harbor activity to only a small degree. Most of the piers in this area are not used for waterfront activities or are relatively inactive marine transfer functions. Except for the Morton Street recreation pier there is little contact between local residents and the piers. The principal waterfront activity in the area occurs at Pier 40 (the Holland America Line). It is also the only longshoreman pier in the Study Area.

Unlike other areas in Manhattan along the Hudson River, Greenwich Village has a mixture of commercial, recreation, and residential development up to West Street along the waterfront. Although much of the Study Area has residential blocks separated from the waterfront by lofts and warehouses, the upland area between Christopher and Horatio Streets has residential development to Miller Highway. Like most of the western edge of Manhattan, Miller Highway serves as the single largest piece of construction which separates the waterfront from upland areas.

3. Containerization and its Influence on Manhattan and the Study Area

In 1962, the Elizabeth, New Jersey Port of New York Authority Terminal began operation as the first container-ship facility.(2) The Port Authority has estimated that, within the next six years, half of New York Harbor's foreign commerce will be containerized.(3)

Containerization, as a cargo-handling process, represents an important change in waterfront activity, particularly in relation to the transference of goods from one carrier to another. Cargo, which is typically shipped in small separately packaged lots and handled by longshoremen, can be shipped in large, van-like containers of equal size and handled by mechanical devices. Hence, goods are less likely to be damaged or pilfered.

The principal economic value of containerization is that a ship's loading and unloading period is reduced from two-thirds to four-fifths, thereby increasing the number of cargo-carrying trips.(4) The cost of setting up container operations is high. The boxes run \$2,000 each and, if refrigerated, they can be as high as \$12,000 each. Building specially fitted ships costs \$23.5 million; non-containerized ships cost approximately \$10 million. Each berthing space in a container pier costs approximately \$4.5 million.(5)

Container-ship terminals require more room for assembling containers than traditional piers provide (up to 14 acres per ship in the Elizabeth terminal). However, the optimum design standards for a

terminal have yet to be established. The needed space may be achieved either through horizontal or vertical development. The decision on which way to build depends largely on the land values of the terminal sites.

Beyond an analysis of the direct costs and benefits of container operations, there are several unresolved problems which are not easily translated into monetary terms. The impact of containerization on Manhattan has been widespread and, in some respects, detrimental. In the last seven years, 4,500 jobs in New York have been lost to the New Jersey waterfront, and 800 companies have left the City. Containerization requires fewer longshoremen to handle cargo.

Three container pier sites in Manhattan were proposed by the Department of Marine and Aviation in 1962 and are currently being studied by Vincent O'Connor, Consultant to the International Longshoremen's Association Container Royalty Fund. They are the waterfront areas on the Hudson River, generally located at 59th Street, 34th Street, and in the vicinity of 14th Street. All three areas provide satisfactory conditions for developing inter-modal facilities for railway, trucking, and shipping services, although the 14th Street area does not presently have the extent of rail backup facilities as the other locations.

4. Marine Transfer Patterns and their Influence on the Greenwich Village Waterfront

Carfloating and lighterage are the two forms of marine transfer used in New York Harbor. In carfloating, railroad freight cars are loaded and unloaded from flatcars in one of two ways. First, flatbridges are towed to piers, fastened securely and operated as part of the pier station (station floating). When the railroad cars are empty, they are returned by flatbridge to the railroad terminals (classification yards). The second way is to exchange cars between two railroads having connections in the harbor (interchange floating). Interchange floating works most successfully where the volume of activity permits each tug movement to handle two fully loaded carfloats and then maintain a constant shuttle between the classification yards and the destination piers. In 1964, New York Harbor railroad companies owned and operated 73 interchange floats and 160 station floats.(6)

With lighterage, railroad cars are loaded or unloaded on shore and only the lading is moved on the lighter. Each railroad engaged in lighterage services maintains its own fleet. In 1964 it included a total of 344 barges, 241 scows, 64 stickboats, and 59 miscellaneous facilities.(7)

The 1964 eastbound station floating and lighterage activity between Canal and 14th Streets is shown below in Table I.

TABLE I
EASTBOUND STATION FLOATING AND LIGHTERAGE ACTIVITY - 1964*

| Pier | Station Floating | Lighterage | | Tenant |
|--------|------------------|--------------|----------|--------------------|
| | Daily Boats | Weekly Boats | Trucks | |
| 34 | -- | 10 | 5 | -- |
| 40 | -- | 14 | 5 | -- |
| 42 | -- | 2 | 2 | -- |
| 45 | 10 | -- | 2 | B & O RR |
| 46 | 20 | 1 | 1 | Lehigh Valley RR |
| 48 | -- | -- | -- | Erie-Lackawanna RR |
| 49 | -- | 2 | 2 | -- |
| 50 | 40 | -- | -- | Penn Central RR |
| 51 | -- | 6 | 2 | -- |
| 52 | 20 | -- | -- | B & O RR |
| 54 | <u>--</u> | <u>71</u> | <u>8</u> | -- |
| TOTALS | 90 | 106 | 27 | |

*Source: Tri-State Committee Study of 1964.

Piers 34, 42, 45, 49, 53, 54, and 56 are no longer active in marine transfer activity and are being used either by the New York City Property Clerk for automobile storage, for community recreation (Morton Street Pier), or for truck parking and fireboat docking. Piers 46 and 48 are used for westbound marine transfer, i.e., empty freight cars are floated over to the pier and are laded by two freight forwarding companies. At Pier 50, eastbound railroad cars are partially filled and then delivered to the pier. Hence, there are active half loads eastbound. At the pier, cargo distribution is handled by trucking companies which lease part of the pier. Longshoremen do not work in marine transfer piers.

Recent trends indicate a decline in marine transfer pier use, an increase in piggyback truck routing between New York and New Jersey (cargo formerly handled by lighterage), and a desire to consolidate all marine transfer functions.

5. Waterfront Highways

Manhattan's waterfront is severed from its upland areas by the ring

road system of elevated or on-grade highways, with one notable exception -- Battery Park -- where the roadway becomes a tunnel.

The perimeter highway has been a logical means of primary access to the City's residential and business districts and to waterfront industries. Certainly this system will continue to serve Manhattan; however, it is likely that the present highway facilities will require restructuring. Two basic trends point to this -- increased traffic and a change of waterfront land use from primarily industry to primarily housing.

Three examples of highway design accomodating adjacent residential and business needs exist in New York -- Carl Shurz Park, the United Nations Plaza, and the Promenade in Brooklyn Heights. Although these represent improvements to the normal elevated or on-grade highway configuration, they do not permit pedestrian access to the waterfront itself. Battery Park tunnel remains the only good example of waterfront highway design, because the vehicular traffic does not interfere with either pedestrian or visual access to the water.

Lower Manhattan Traffic Proposals

The 1966 Lower Manhattan Plan recommends, as part of a new 80,000 to 100,000 population waterfront community, that the East and West-side elevated highways south of Chambers Street be demolished and a new depressed right-of-way be constructed just outside the existing bulkhead line. Plans also called for parallel service roads and on and off ramps at key crosstown streets. This provides for on-grade pedestrian access, over the highway, to waterfront housing and recreation.

The precedent of Battery Park and the highway design principles of the Lower Manhattan Plan for depressed or tunnelled highways for the entire edge of Manhattan should be followed. The Greenwich Village Waterfront, extending to Canal Street -- the northern boundary of the Lower Manhattan Plan, should be the first logical extension of this concept.

Coordinated traffic planning of Lower Manhattan and Greenwich Village should include the interrelationship of lower Manhattan traffic, the Holland Tunnel, and the entire length of Miller Highway.

Miller (West Side) Highway

The State of New York, having jurisdiction over the highway, has determined that the existing structure and the traffic carrying

capacity of the Highway are inadequate from 72nd Street to Canal Street. Minor improvements will not solve the problem, therefore a restructuring and increased traffic capacity has been indicated by the State.

The original Robert Moses proposal for a 10-lane elevated structure has been abandoned and new studies are now being made by traffic engineering consultants to the State.

The City and State presently consider the 72nd to 57th Street section of the Highway to be the first priority need. The section south of Canal Street has the least need for traffic capacity improvements; however, because of the Battery Park City housing proposal, the highway in this area is being considered for relocation in accordance with the Lower Manhattan Plan. Preliminary costs indicate that the 1-mile section from Battery Park to Chambers Street would cost approximately \$40 million if depressed, and over \$80 million if tunneled.

The West Village section of Miller Highway, approximately one mile in length, will also be studied by a traffic engineering consultant to the State. However, a contract has not yet been signed. The priority status for this section is not fully established, since it is contingent upon various lower Manhattan traffic considerations and the need for completely restudying traffic flow caused by de-mapping the Lower Manhattan Expressway. 90/10 Federal assistance for the Canal to 14th Street section would be available, since the traffic need presently exists. This is not the case south of Canal Street.

According to City traffic officials, the principal determinant in depressing or tunneling the Highway is the economic justification based on new waterfront development. Any new development must be realized within a 20-year period, since that is the "design" life of an elevated highway. Elevated highways are approximately half the cost of depressed roadways. This fact will be a major consideration in whether the Highway can be restructured in the Village Waterfront area.

6. New Uses for the Waterfront

The Lower Manhattan Plan proposals have established the basic guide for reusing much of Manhattan's waterfront. The 1962 Marine and Aviation Study ("The EBASCO Report") is no longer considered applicable for waterfront industrial development, because of recent concepts in containerization. Current interest for containerized industry, being localized in one or more of three Manhattan sites -- west Midtown, 34th Street, and 14th Street -- indicates that

non-industrial activities will occupy most of the waterfront area. The following projects illustrate this trend:

Battery Park City

The recent announcement of the \$1.1 billion residential and business center between Battery Park and Chambers Street on the Hudson River bears out the original Lower Manhattan Plan proposals. 19,000 low, middle, and high-income families will live in the complex, and 35,000 persons will work there. The project is designed on land fill which, for low income units, costs 2-1/2 times more for land and site improvements.(8)

The area of the project from the bulkhead line to the pierhead line is 118 acres. The Greenwich Village Waterfront area is almost identical in size, being 117 acres.

Riverbend

Riverbend has recently been constructed on a triangular site bounded by Fifth Avenue and Harlem River Drive between 138th and 142nd Streets. The designers, Davis, Brody and Associates, have tried to meet the goals of providing apartments for moderate income families without requiring relocation and preserving the economic diversity of the Harlem community.

The project consists of three groups of buildings, each consisting of attached units of varying sizes (624 two to three bedroom units), shapes (floor through apartments and duplexes), and heights (ranging from 8 to 11 stories with two towers, 16 and 19 stories, respectively).

Litho City

Litho City, when it was proposed in 1963, was one of the City's largest privately promoted urban renewal projects. Sponsored by Local I of the Amalgamated Lithographers of America, the project called for the construction of housing and cultural facilities for 5,000 families on the air rights over Penn Central tracks, bordering the Hudson River from 60th to 70th Streets. The four layer deep complex has raised controversy over possible traffic problems and the restriction of inland visual access to the River. The complexity of air rights financing and construction has delayed its implementation; however, the project represents another approach to bringing residential living closer to the water.

Waterside

This project, sponsored by HRH Construction Corp., is designed on piles in the East River at 25th Street. It proposes a range of apartments, offerings and rents, including: 145 units @ \$18/room, 205 units @ \$30/room, 320 units @ \$40/room, 370 units @ \$53/room, and 378 units @ \$65/room.

In addition to various residential projects, a number of proposals have been made for coordinated waterfront construction. Ronald Adams, an industrial designer, is working on new systems for combining transportation, industry and housing; and the late Hermann Herrey and his son, Antony Herrey, have proposed a massive land fill and coffer dam system for the entire edge of Manhattan with many levels of highways, transit, and parking below a continuous strip of waterfront park and housing.

Greenwich Village

The "Village" with a 1960 population of approximately 82,000 and a working force equally as large, is truly a city (Village) within the City. Unlike other Manhattan community planning areas which are either predominantly residential or commercial, the Village functions as much as a place of employment as a place to live. It should be noted that the size of Greenwich Village - 817 acres - is comparable to the Upper East Side from 96th to 59th Streets, from the Park to the River, and the Upper West Side with similar boundaries.

1. Functions

The distribution of primary functions is characterized by a large central residential zone with hundreds of small-scale shops and entertainment activities, all of which is surrounded by major employment and shopping functions. To the north there is 14th Street, which is a major shopping strip from Ninth Avenue to Union Square (Fifth Avenue has a large amount of office space); to the east, between Broadway and Lafayette Street the land is used primarily for office space and industry (there is a large industrial, warehouse section between West Broadway and Broadway south of Houston Street); also to the east, around Washington Square, is N.Y.U.; to the south, generally along Canal Street, the land is used for industry, commerce, and trucking; and to the west, which represents the waterfront Study Area from Canal Street to 14th Street and west of Hudson Street, it may be seen that most of the land, marked by lofts and warehouses, is devoted to industrial and commercial activities with some office and residential space.

Throughout the central residential areas are various local shopping streets and entertainment establishments. Except for 14th Street which serves a regional function, local shopping facilities occur on various major and minor streets. These are primarily Hudson Street, Eighth Avenue, Greenwich Avenue, Bleecker Street, Seventh and Sixth Avenues, and University Place. The entertainment streets also provide local shopping, but serve as major attractions for visitors to the area. They are primarily - running east-west - Eighth Street, Christopher Street, West 3rd Street, West 4th Street west of Sixth Avenue, and Bleecker Street; and - running north-south - MacDougal Street, Sixth and Seventh Avenues. These streets provide the popular image of the community. The real image, however, is more complex. No single physical form or activity typifies the area. The only constant theme is diversity and variety; building age, condition, style, height, and bulk; building utilization and activities; street width, geometry, pavement and design; block size, shape, and mass; and life style, income and ethnic background of the population, are a few of the elements that comprise the extraordinary "mix" of the Village.

In many ways the waterfront Study Area typifies these characteristics, although their full potential is barely recognized.

2. Traffic

Traffic which has as its destination some point beyond the limits of Manhattan, generally uses Miller Highway for north-south destinations, and the Holland Tunnel via Canal Street for east-west destinations.

Intra-Manhattan origin and destination traffic flow occurs in two ways. For City-wide traffic, the general routes used are - for north-south destinations - Miller Highway, Hudson Street, Sixth and Seventh Avenues, and Broadway. For east-west destinations - 14th Street, East and West Houston Street, Prince Street, Grand Street, and Canal Street are used.

Localized traffic flow which has some point of origin or destination within the Greenwich Village community (Planning District No. 2), principally uses - in addition to the above-listed routes - Bleecker Street, West 10th Street, Christopher Street, Spring Street, Fifth Avenue, West Broadway, and Lafayette Street. This is not to say that other streets in the Village are not used for these purposes; however, they are used less than those referred to above, since a large number of streets are discontinuous.

Traffic problems in the Village are generally no worse than in

other Manhattan neighborhoods, although they are manifest in different ways. In some respects the community has fewer wide, high-speed arterials than typical grid system neighborhoods. Most problems occur when the historic angular grid meets the continuation of the north-south Manhattan grid. Notable examples of this are 6th, 7th, and 8th Avenues at 10th, Christopher, Greenwich, West 4th, Waverly, Bleecker, and Bedford Streets.

Many of the angular grid streets carry traffic that has no purpose or reason. Large semi-trailer trucks filter through residential neighborhoods as a diagonal short cut for both up and downtown, and crosstown destinations. Often traffic finds its way into narrow side streets simply because the drivers are lost in the maze of angular one-way streets.

Waterfront Study Area

The Study Area from 14th to Canal Streets and from the pierhead line to Hudson Street, although typical of the diversity and scale of the entire Greenwich Village Community, maintains a life unto itself and contains nine specific and somewhat unrelated sub-areas -- from north to south, they are: The 14th Street Waterfront, The 14th Street/Gansevoort Meat Market, The Gansevoort Destructor, The West Village Waterfront, The West Village Upland Areas, The Trucking Center, Pier 40, The Graphic Arts and Printing Center, and The Canal/Spring Street Area. Specific characteristics and potentials of these areas are discussed later.

Although these "planning sub-areas" are readily identifiable and offer a logical framework for design and staging, a range of area-wide characteristics also exist and, in some ways, dominate the physical appearance of the district.

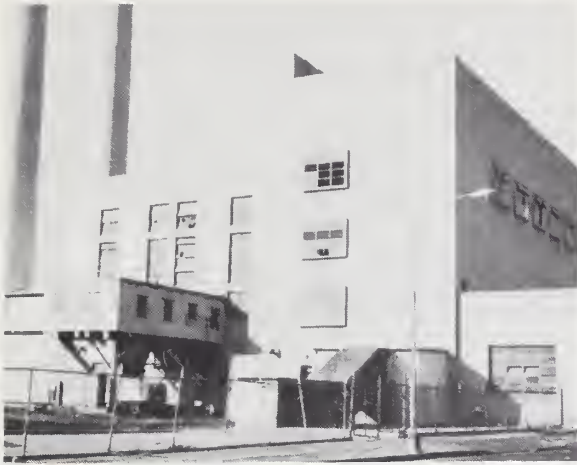
1. Area-Wide Characteristics

The diversity of functions and building characteristics throughout the Study Area is perhaps the one element which is apparent to the observer at first impression. This section will concentrate on outlining the physical character and major landmarks of the Area. Basically there are three types of landmarks: buildings, transportation structures, and open spaces. The designation of "landmark" is not synonymous with that of the Landmarks Commission, which deals with historic merit. The intent here is to identify prominent, but not necessarily attractive or noteworthy structures existing throughout the Area. They may be assets or problems.

Buildings

Individual buildings having distinguishing characteristics such as bulk, height, style, and age, include:

- a. The Gansevoort Destructor, a City-owned facility at the water's edge between West 12th and Gansevoort Streets, the most prominent features of which are the two smoke stacks.
- b. The Manhattan Refrigeration Building on Washington Street between Gansevoort and Horatio Streets. A seven (7) story building with an unbroken yellow brick facade.
- c. The six-story hotel on the northeast corner of Jane and West Streets, the most prominent feature of which is the high octagonal tower.
- d. The old Bell Telephone Laboratories occupying the block bounded by West, Bethune, Washington, and Bank Streets. Various elements of this building have different heights, but the overall bulk of the building is between 11 and 13 stories. The building is currently under reconstruction and will shortly open as the West Beth artists' housing complex with approximately 400 units.
- e. The Left Bank apartment building occupying the block bounded by Greenwich, Bethune, Washington, and Bank Streets. This seven (7) story brick structure was recently remodeled from an industrial loft use to its present apartment use.
- f. The Shepard Warehouse on the northeast corner of Washington and West 10th Streets. A 12-story brick structure with granite framed arches at street level.
- g. St. Veronica's Church and School on Christopher and West 10th Streets, midblock between Greenwich and Washington Streets. The School is a 5-story structure (now vacant). The Church has twin spires on the Christopher Street facade.
- h. The Federal Building (a New York City landmark), occupying the block bounded by Washington, Christopher, Greenwich, and Barrow Streets. A 10-story brick structure housing the Village Post Office at ground level. The distinguishing characteristics of the building are brick arches at both the ground level and the top story. Both in bulk and height, this building is one of the most dominating landmarks of the Study Area.



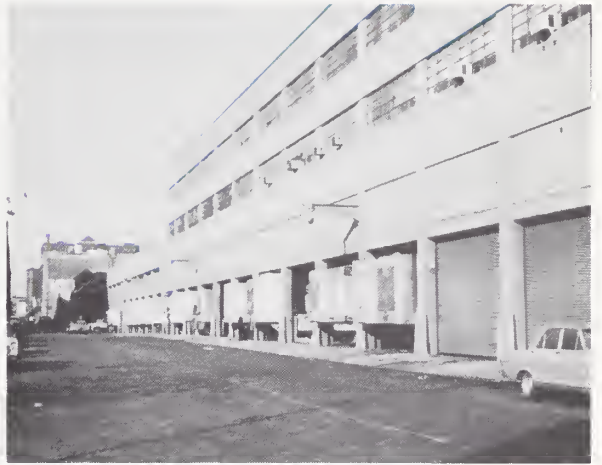
GANESVOORT DESTRUCTOR



ST. LUKE'S CHURCH & SCHOOL



PIER 40



PORT AUTHORITY TRUCK TERMINAL



CANAL STREET BRIDGE



ST VERONICA'S CHURCH

BUILDINGS AND LANDMARKS

- i. St. Luke's Church and School, occupying the block bounded by Greenwich, Christopher, Hudson, and Barrow Streets. A number of late 18th and early 19th Century buildings with some modern additions. The Chapel in the center of the block with its square brick tower on axis with Grove Street, is the most dominating element of the complex.
- j. New York State Narcotics Hospital, an L-shaped building located on the northeast corner of Greenwich and Morton Streets. This 7-story building was recently remodeled from its original industrial use.
- k. St. John's Park Freight Terminal bounded by West, Clarkson, and Washington Streets and extending southward to a line level with Charlton Street. A 4-story building with brick elevations which spans across West Houston Street.
- l. The Union Terminal Freight Station bounded by Washington, West Houston, Greenwich, and Spring Streets. A 2 and 3-story structure over 1000' long, the longest building in the Study Area.
- m. Standard & Poors Building occupying most of the block bounded by Greenwich, King, Hudson and Charlton Streets. A 17-story building used primarily as offices by the publishing company.
- n. The Holland Tunnel Ventilation Building on the west side of Washington Street between Spring and Canal Streets. A brick faced structure with twin ventilating shafts, approximately 6 stories high.
- o. Pier 40. A deep water cargo and passenger liner pier facility completed in 1963, distinguishable from other pier facilities by its "donut" shape, with facilities for ships to dock on three of its four sides.

Transportation Structures

The distinguishing characteristics of these landmarks is their physical dominance of the area immediately surrounding them. These include:

- a. The elevated railroad track on the west side of Washington Street, extending into the Study Area as far south as Bank Street. The tracks pass through a number of buildings at the second floor level, including the Manhattan Refrigeration Building and the Bell Telephone Laboratories (West Beth), and

crosses eight east-west streets on steel girder bridges.

- b. The elevated Miller Highway, separating the waterfront itself from the remainder of the Study Area.
- c. The Canal Street Bridge, which permits the Miller Highway to span across Canal Street and over the tunnel approaches to the Holland Tunnel. Its predominant characteristics are the steel arches supporting the highway.

Open Spaces

Open spaces, parks, and several short streets form the third category of distinguishing landmarks. Examples include:

- a. The triangular shaped intersection of 9th Avenue, Hudson, West 12th, and Gansevoort Streets in the heart of the meat market area, sometimes called "Needle's Eye Square" after the bar on one of the corners, or "Market Square". This open space, although frequently dominated by the trucking activity related to the market, is one of the few spaces in the Study Area which is larger than the typical street intersections that predominate.
- b. Abingdon Square, with two recreational spaces -- the children's play area and the city park.
- c. The P.O.N.Y. foundation located on the west side of Washington Street between Charles Lane and Charles Street, a unique open space which functions as a "children's farm", including horses, ponies, goats, and chickens.
- d. Charles Lane from West to Washington Streets, a narrow cobble-stoned right-of-way that represents a street pattern long since disappeared from the Study Area.
- e. Weehawken Street. A short street, running from West 10th to Christopher Street, immediately east of West Street. This street is unique, being only one north/south block with no through traffic functions.
- f. Morton Street Pier. The only usable waterfront neighborhood recreational space. An open paved pier with the SS John W. Brown Food and Maritime High School tied up alongside.
- g. The Gansevoort Pier. A smaller pier, adjacent to the Gansevoort Destructor, once used during the summer by neighborhood



"NEEDLES-EYE" SQUARE
Meat Market Area



ABINGDON SQUARE
Children's Park



MORTON STREET
Recreation Pier



P.O.N.Y. FOUNDATION
"Barney's", Charles Lane

residents. Its dilapidated condition prohibits public use today.

- h. St. Luke's Churchyard. Although a private space not open to the public, it provides trees and open-ness along Hudson Street.

In addition to the specific areas outlined above, there are numerous spaces that participate in the street life of the area. These are left-over lots, side and rear lots facing a sidewalk, and other mini-spaces that offer a random punctuation of greenery and sunshine.

2. Composite Building Use

The main categories used in the building use analysis are as follows:

- Residential
- Commercial
- Industrial
- Automotive
- Trucking
- Public/Institutional

In each basic category further sub-groupings are used to more specifically define the precise use of each building. For example, the residential category is divided into seven sub-groups: apartment building with elevator, walk-up "old law" tenement, walk-up "new law" tenement, walk-up "brownstone", townhouse, living loft or A.I.R. studio, and transient hotel. In addition, the coding system provides for the recording of any variety of mixed uses.

Most of the non-residential buildings in the Study Area were found to contain only one of the main categories of uses. Mixed uses typically occur at street level, usually retail shops in buildings which are otherwise used at upper floors for residential purposes. Typically, this occurred in locations central to residential neighborhoods on streets which have high pedestrian movement - Hudson Street being the prime example. Although a number of small shops exist on other streets, the area does not have the range and number of enterprises that characterize the rest of the Village.

Open space uses were defined in two basic categories: recreation or vehicular parking lots. Very little recreational open space exists in the Study Area (Morton Street Pier, P.O.N.Y. Foundation, St. Luke's play-yard, the two open spaces at Abingdon Square, and

the ball courts at Horatio Street). In contrast, the majority of open space is now used for automobile or truck parking lots. Although most of these parking lots are located south of Christopher Street, there are a number on the west of Washington Street in the northern part of the Study Area which are adjacent to predominantly residential streets. Most of these will be "filled-in" with the "West Village Housing Project".

3. Community Facilities

The community facilities that exist in the area are best described in two categories -- those which serve the immediate community, and those which serve City-wide functions.

In the first category are the area's churches (St. Veronica's, St. Luke's, and St. Bernard's), police and fire stations (6th Precinct Police Station, Ladder Co. #6, Fire Engine #24), the Village Post Office, the Village Nursing Home, and various open recreational spaces. In the second category are City-wide facilities such as the Federal Detention House, the Gansevoort Destructor, the Department of Sanitation garage, an office of the Police Division of Licensing, the New York State Narcotics Hospital, two special "600" schools, the SS John W. Brown Food and Maritime High School, and the related Food and Maritime Trade School Annex.

With the exception of the 6th Precinct Police Station, the area-wide facilities do not disrupt the surrounding neighborhoods. The Police Station presently creates a parking problem in its immediate neighborhood, which should be eliminated when the new station is completed further east on Charles Street.

The two City-wide facilities which create significant problems are the Gansevoort Destructor, with its air pollution and blighting influence of the waterfront, and the Department of Sanitation Garage at Spring Street, which uses surrounding sidewalks for parking large trucks and other equipment.

Of the remaining City-wide facilities, the Federal Detention House, the two "600" schools and the State Narcotics Hospital can be classified as non-participating activities as far as the community is concerned; but they do not intrude on surrounding neighborhood life, since they are all basically introverted jail-like activities. It will be important, however, to closely review the position of these facilities as the area's population increases and moves into their immediate vicinity.



WEEHAWKEN STREET



BETHUNE STREET



LEFT BANK APARTMENTS



OLD FARMHOUSE - Charles Street



GREENWICH STREET



WESTBETH ARTIST'S HOUSING

RESIDENTIAL-STREETS AND BUILDINGS

Similar to the overall Village community, the area also suffers from a shortage of schools and related educational facilities. The only schools in the area at present are the two parochial schools - St. Luke's and St. Bernard's. Beyond current needs it is anticipated that additional needs for public school facilities will rapidly increase in the next few years; the number, size, and location of these facilities will depend upon the population increase and the location of residential growth in the area.

4. Functional Areas and Zoning

Characteristically, there is a direct relationship between actual functional areas and zoning categories as mapped in the New York City Zoning Resolution.

Approximately 16 acres of land is currently zoned residential. This is situated in the upper mid-section of the area and is surrounded by manufacturing or industrial uses on three sides. To the north is the Meat Market, to the west an area of mixed manufacturing and warehousing uses including the piers, and to the south are the truck terminals and the graphics/printing center. There are three zones which permit residential uses: R-6, C1-6, and C6-2. The latter is a recent change which applies only to the West Beth artists' housing being developed in the old Bell Telephone Laboratory complex.

Five zones permit manufacturing uses: M1-5, M1-6, M2-3, M2-4, and M3-2. In addition to C1-6 and C6-2, C8-4 is also permitted. This permits service industrial uses and prohibits residential.

The actual density of uses varies both within specified zoned areas and functional areas. The zones which permit residential uses are a mixture of 3 or 4-story townhouses, 5 or 6 tenements, and a few high-rise apartment buildings. Its density is lower than the overall Greenwich Village density, with approximately 90 units per acre in the area, compared to a Village density of between 125 and 150 units per acre.

Similarly, the density of manufacturing and industrial uses in specified Manufacturing zones varies considerably. At present, some parcels are used as surface parking, yet other areas have multi-story manufacturing or industrial uses. In general, the trucking activities throughout the area occur on a single level with loading and storage facilities at street level only. Two major exceptions are the St. John's and Union Terminals, which are developed close to their permitted bulk.

The waterfront area of piers, zoned M2-3 (apart from the Gansevoort Destructor, which is zoned M3-2) is considerably underutilized in terms of both the range and density of uses permitted. This includes all the area of water between the pierhead and bulkhead lines, as well as the piers themselves.

Major changes to the existing zoning must occur for the area to grow in accordance with community needs. It therefore appears necessary to decrease the amount of land presently zoned for manufacturing to permit this growth.

5. Vehicular Circulation

It should be noted at the outset of the discussion on traffic that it has not been possible to conduct a comprehensive traffic survey within the scope of the current planning contract, and that much of the analysis is based upon information gathered in a generalized manner, which will require further in-depth studies to refine conclusions concerning existing conditions and any subsequent proposed solutions.

Existing Pattern of Streets and Highways.

Circulation patterns are best described through defining streets and highways in one of the following categories:

Highways

The area's only metropolitan-scale vehicular route is the Miller (West Side) Highway. It is an elevated six-lane, limited access highway, running north-south through the area just to the east of the bulkhead line and above the road bed of West Street. The only connection with the local street system is the southbound off-ramp connecting to West and Canal Streets. The nearest on and off ramps to the north are at 22nd and 19th Streets, respectively.

Although the Highway presently has little functional impact on the Study Area's overall circulation patterns, there are several important factors to note. First, the physical impact of its structure upon the surrounding area is considerable, acting as a barrier between the upland and waterfront areas; second, the area beneath the highway is blighted and misused for the storage of active and inactive trucks; and third, its future role, physical location and form will have great influence upon the development of surrounding areas. As discussed earlier, the Lower Manhattan Plan prepared for the City Planning Commission and the Regional Plan Association's report on the Lower Hudson

illustrated the possibility of placing a new Highway either depressed or elevated, in various alignments between the bulkhead and pierhead lines. The Lower Manhattan Plan finally recommended a depressed highway in a location just outside the bulkhead line. As a further development of this concept, current studies for the land fill project known as Battery Park City include the recommendation that the highway be rebuilt in the same location as proposed by the Lower Manhattan Plan, but also proposes that the highway be completely enclosed and covered, in order to control atmospheric pollution.

It is premature to offer any conclusions about the optimum location for the highway in the waterfront Study Area; however, prior studies prove that there are a number of alternative locations and designs which would be superior to the current one. An important factor in selecting a preferred alignment for the rebuilt highway within the Study Area will be the continuity of alignment, both south and north of the Village Waterfront Area, and therefore continued coordination will be essential between this study and related projects such as Battery Park City and the recently commenced study of the Chelsea Waterfront area.

Major City Arterials

Arterials function as the major routes which link Manhattan's geographic districts together, generally through north-south avenues and major two-way east-west streets. Four such arterials exist in the area: West Street (frontage roads for the Miller Highway) and Hudson Street, both running north-south; 14th and Canal Streets at the northern and southern edges of the area, running east and west. Considerable traffic on both Hudson and West Streets is truck traffic, whereas both 14th and Canal Streets, although they have a heavy use by trucks, also carry high volumes of private and public vehicles.

Principal Streets

This category of street provides the major routes between the area and its immediately surrounding areas. Primary streets acting in this capacity are Hudson Street as far south as Abingdon Square (it is southbound in this section, compared to its northbound routing through the majority of the Study Area), and is the only such route feeding in from the north; 10th and Christopher Streets carry east-west traffic in the mid-section of the area; and West Houston and Spring Streets perform the same function at the southern end.

Local Street

The majority of all streets in the area are local streets. Their primary function is to provide a network of local circulation and access to all facilities and buildings in the area. A significant conflict was revealed through site surveys, interviews with residents and subsequent analysis, concerning conflicts due to excessive truck circulation. Truck traffic percolates throughout almost the entire area, creating major local problems in residential neighborhoods through which trucks pass. The majority of this traffic is not bound for a destination within these neighborhoods, but is using local streets to get to or from their destinations. This is particularly critical in the northern part of the area where the Gansevoort Meat Market adjoins a residential neighborhood through which trucks pass. An immediate interim solution to this would be the reorganization of one-way street patterns so that trucks are forced to by-pass the neighborhoods.

Truck Routes and Destinations

Various truck movements and destinations presently occur throughout the entire area, with most blocks having some facility which requires constant truck service.

The movement of trucks and the type of trucks circulating fall into two basic categories: trucks move through the area using such major routes as West, Hudson, Canal and 14th Streets, or they move to and from the area using Washington and Greenwich Streets north and south; 13th, 12th, Gansevoort, Jane, Bethune, 11th, Christopher, Morton, Leroy, Clarkson, West Houston, Spring, and Canal Streets, east and west. The types of trucks using the area are both the large tractor/trailer combinations which generally operate regionally and on an inter-city network, and the smaller trucks and delivery vans operating within the City.

The destinations of trucks are varied in character, size, and function, including: major truck terminals in the southern section of the area such as the St. John's and the Union terminals, both modern multi-story facilities with efficient off-street loading platforms; large surface parking areas under the West Side Highway alongside the water's edge at the bulkhead line, and a number of large paved lots along both West and Hudson Streets; the Gansevoort Meat Market area where trucks are parked in the street right-of-way at right angles to traffic flow; the Graphic Arts Center where most buildings have off-street covered loading docks at the street level of multi-story buildings; the Gansevoort Destructor where sanitation trucks

line up along the west side of West Street, and thereby reduce the traffic capacity of the street; and numerous small truck terminals and warehouses scattered throughout the area, some with off-street loading docks and some without.

A great deal of truck parking occurs on-street, thereby affecting the free flow of traffic for both vehicles and pedestrians. During the site survey conducted in January 1969, over 500 trucks were counted in a single day - either loading, unloading or parked on-street.

Pedestrian and Vehicular Conflicts

One of the major obstacles for pedestrians occurs at the water's edge, where a continuous barrier of trucks - both parked and circulating - prevents pedestrian circulation to and from the waterfront. In addition, the extreme width of right-of-way of West Street - over 225 feet wide - creates a major hazard to safe pedestrian circulation. Other conflicts occur at the intersection of all east-west routes and Hudson Street, and in particular Bleecker Street which leads to residential neighborhoods and is a prime location of neighborhood commercial facilities. Christopher Street, which acts as a direct route from major Village activity nodes such as Sixth Avenue and Sheridan Square, is a natural pedestrian route which could be greatly strengthened through the reduction of these conflicts.

Since very little open recreation space exists within the area, similar conflicts occur between residential blocks and neighboring open spaces, particularly in the northern section of the area where residents have to cross Hudson Street at Abingdon Square to get to the park and play areas.

6. Mass Transit

The Study Area represents that portion of Greenwich Village with the least amount of public transportation. No city subways service the area. The nearest subway lines are at 7th Avenue (West Side IRT) and 14th Street (14th St./Canarsie BMT). The only "subway" type service is the Hudson P.A.T.H. system, which links New Jersey to New York City through tubes under the Hudson River. A P.A.T.H. station exists at Christopher Street just west of Hudson Street. This system continues uptown with stations at 9th, 14th, 23rd and 34th Streets at Avenue of the Americas. Although the physical separation from City subways prevents it at present from being directly integrated into the overall City system, this could be overcome through relatively simple techniques, thereby expanding transit service to the West Village area.

Surface public transportation is provided by normal crosstown and north-south bus routes. The only east-west routes are on Christopher and 10th Streets. North-south routes exist only on Hudson Street (northbound only up to Abingdon Square, southbound only down as far as Abingdon Square), and 8th Avenue (northbound from Abingdon Square). At the northern boundary of the area, crosstown service is provided on 14th Street, and this has recently been expanded to loop south on Hudson Street to Abingdon Square and then return to 14th Street via northbound 8th Avenue.

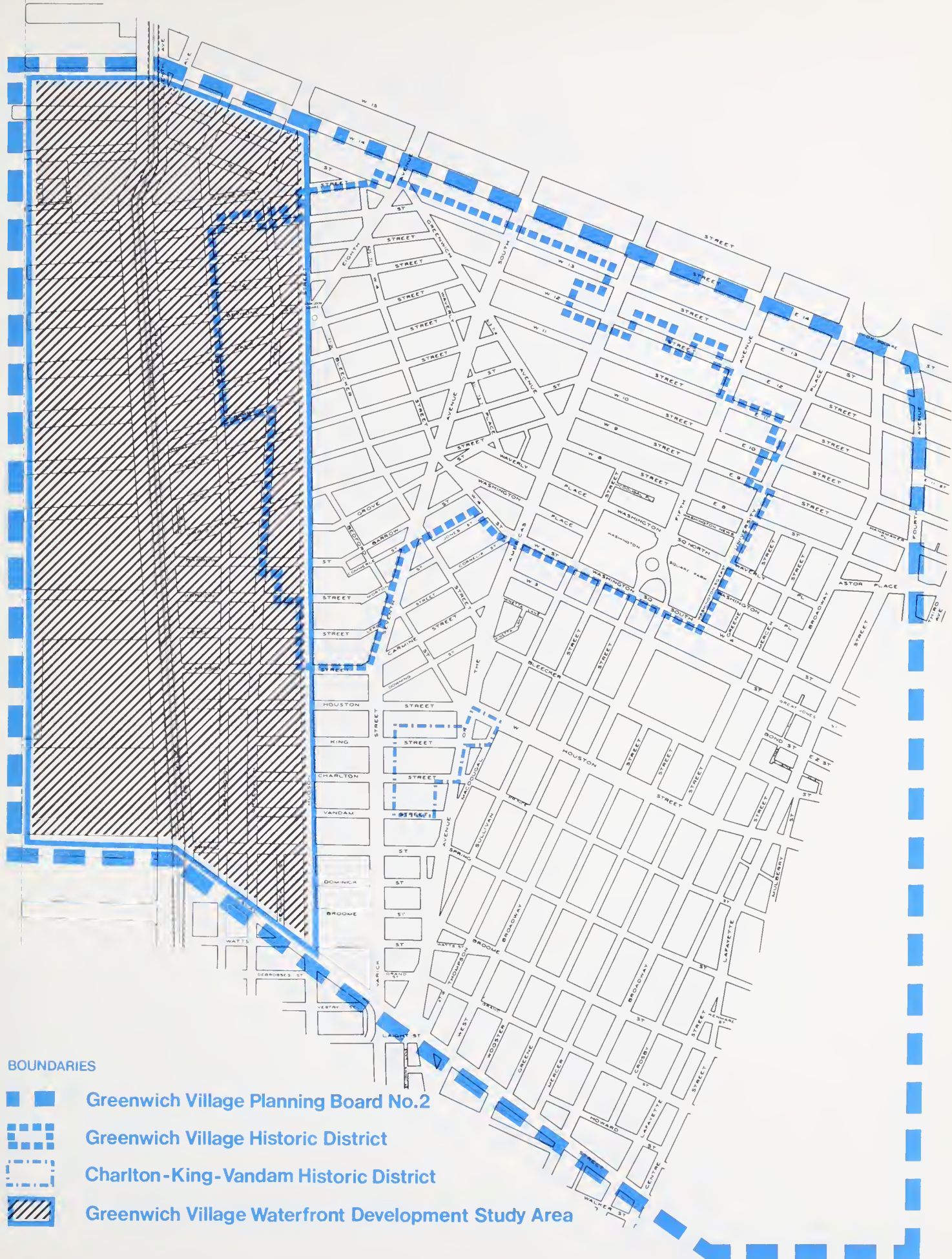
Taking into account the low residential population of the Study Area, there is a considerable deficiency in the level and extent of public transit in the Study Area. Unlike other sections of the City which require massive construction programs to improve transit service, this area chiefly requires a more widespread bus-type service and an intelligent integration of the P.A.T.H. system into the City subway system in order to achieve better community and City-wide linkages.

7. Public and Quasi-Public Ownership



The largest property owner in the project area is the City of New York. The City owns all the piers, the trucking space related to Miller Highway, and five parcels of land between Hudson and West Streets, for a total of about 77 acres, exclusive of the water spaces between piers. Adding this, City-owned land totals 145 acres. The Port Authority owns approximately 4 acres; the United States Government owns less than 2 acres; the State of New York owns .5 acres; and Penn Central has a railroad easement from Christopher to 14th Streets. There are 16 tax exempt properties scattered throughout the project area.

The extent of City-owned land provides a unique opportunity to implement growth quickly and to control its quality and social purpose.

The remaining section of this chapter deals with the eight planning sub-areas individually.

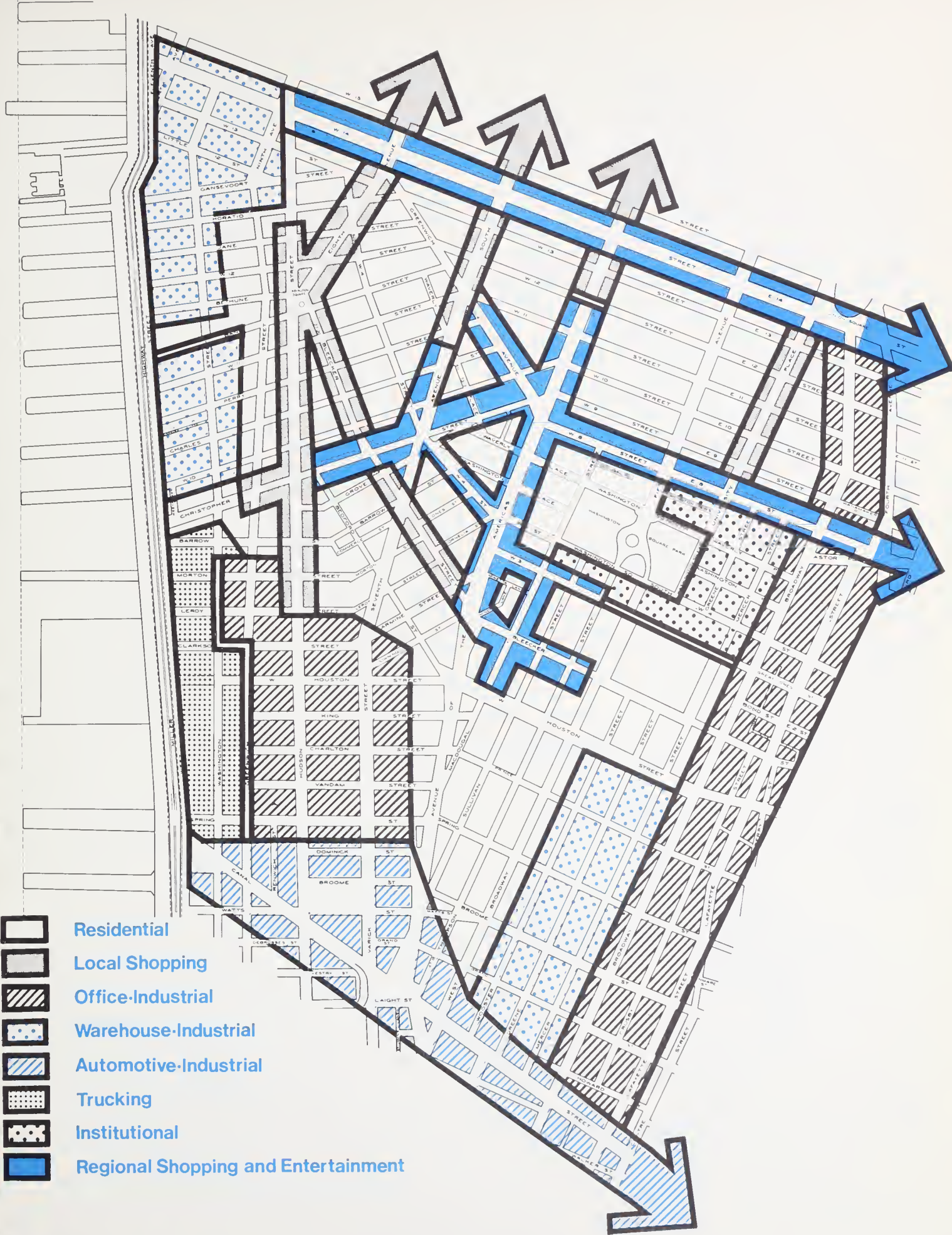


BOUNDARIES

-  Greenwich Village Planning Board No.2
-  Greenwich Village Historic District
-  Charlton-King-Vandam Historic District
-  Greenwich Village Waterfront Development Study Area



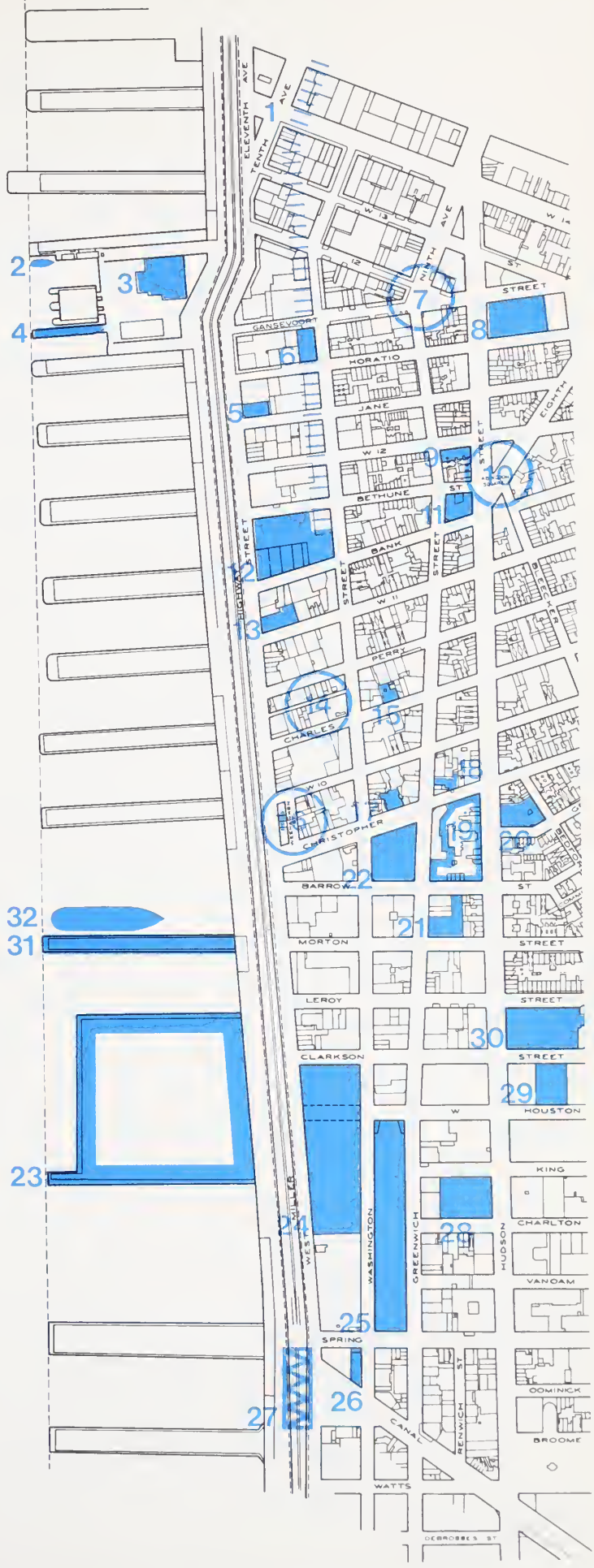
LOCATION PLAN



- Residential
- Local Shopping
- Office-Industrial
- Warehouse-Industrial
- Automotive-Industrial
- Trucking
- Institutional
- Regional Shopping and Entertainment

GENERALIZED LAND USE

- 1 Elevated Railroad
- 2 Fire Boat
- 3 Gansevoort Destructor
- 4 Gansevoort Pier
- 5 Jane Street Hotel
- 6 Manhattan Refrigeration Building
- 7 Market Square
- 8 Horatio Street Ball Courts
- 9 Village Nursing Home
- 10 Abingdon Square
- 11 Rehabilitated Apartment Building
- 12 West Beth Artist Housing
- 13 Federal Detention House
- 14 Charles Lane - P.O.N.Y. Foundation
- 15 Police Station-Charles Street
- 16 Weehawken Street
- 17 St.Veronica's Church
- 18 P.A.T.H. Station
- 19 St.Luke's Church and School
- 20 P.S.3
- 21 N.Y.State Narcotics Hospital
- 22 Federal Post Office
- 23 Pier 40
- 24 St John's Terminal
- 25 Union Freight Terminal
- 26 Holland Tunnel Ventilation Building
- 27 Canal Street Bridge
- 28 Standard and Poors Buildings
- 29 Food and Maritime High School
- 30 Walker Park
- 31 Morton Street Pier
- 32 S.S.John W. Brown Training Ship

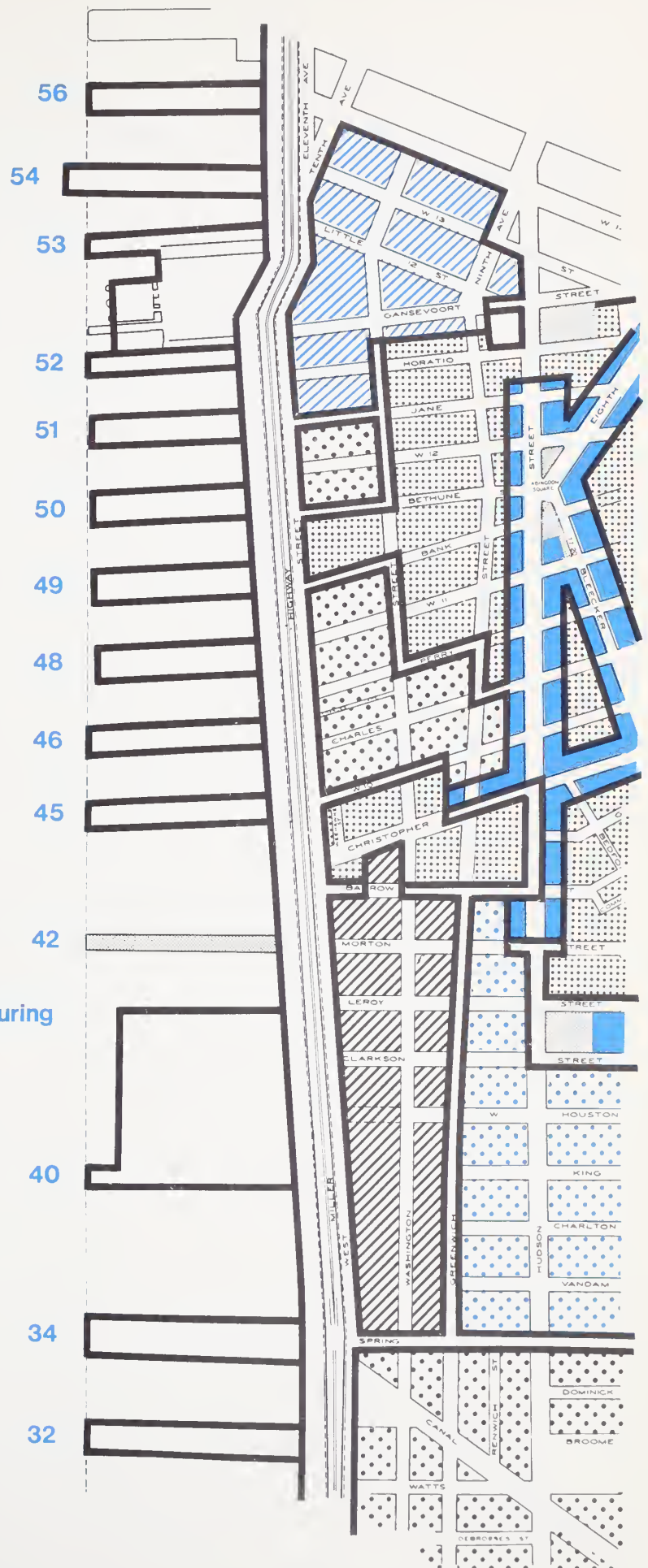


MAJOR BUILDINGS & LANDMARKS

-  Meat Market
-  Mixed Warehouse, Automotive & Manufacturing
-  West Village Residential Area
-  Neighborhood Shopping
-  Trucking
-  Graphic Arts & Printing
-  Parks, Playgrounds & Pier Recreation

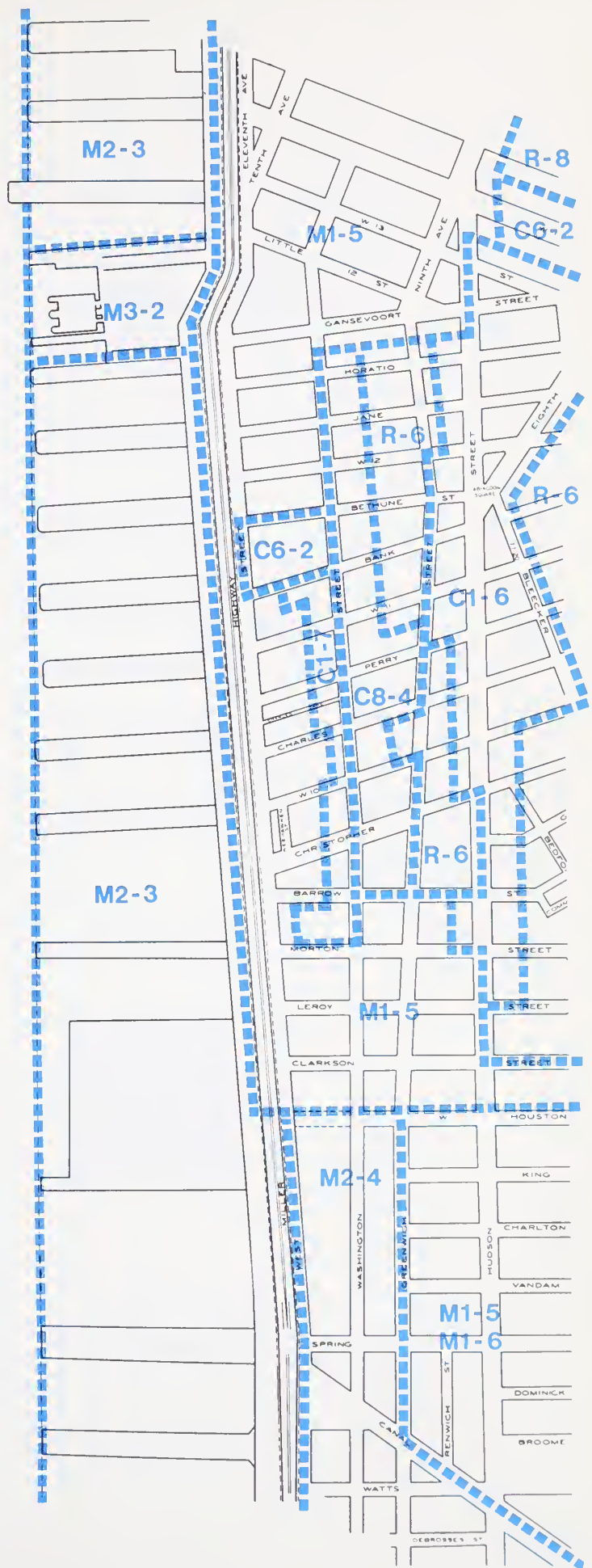
PIERS

- 34, 45, 49 Stolen Car Pounds
- 46, 48, 50, 51, 52 Railroad Transfer
- 32, 40 Ocean Going Ships
- 42 Morton Street Recreation
- 53 Gansevoort Incineration



FUNCTIONAL AREAS

- R-6 General Residential District
R-8
- C1-6 Local Retail District
- C1-7 Residential and Local Retail District
- C6-2 General Central Commercial District
- C8-4 General Service District
- M1-5 Light Manufacturing District
M1-6 -High Performance -
- M2-3 Medium Manufacturing District
-Medium Performance -
- M2-4 Medium Manufacturing
-Medium Performance -
- M3-2 Heavy Manufacturing
-Low Performance -



0 100 200

ZONING



City Owned Property



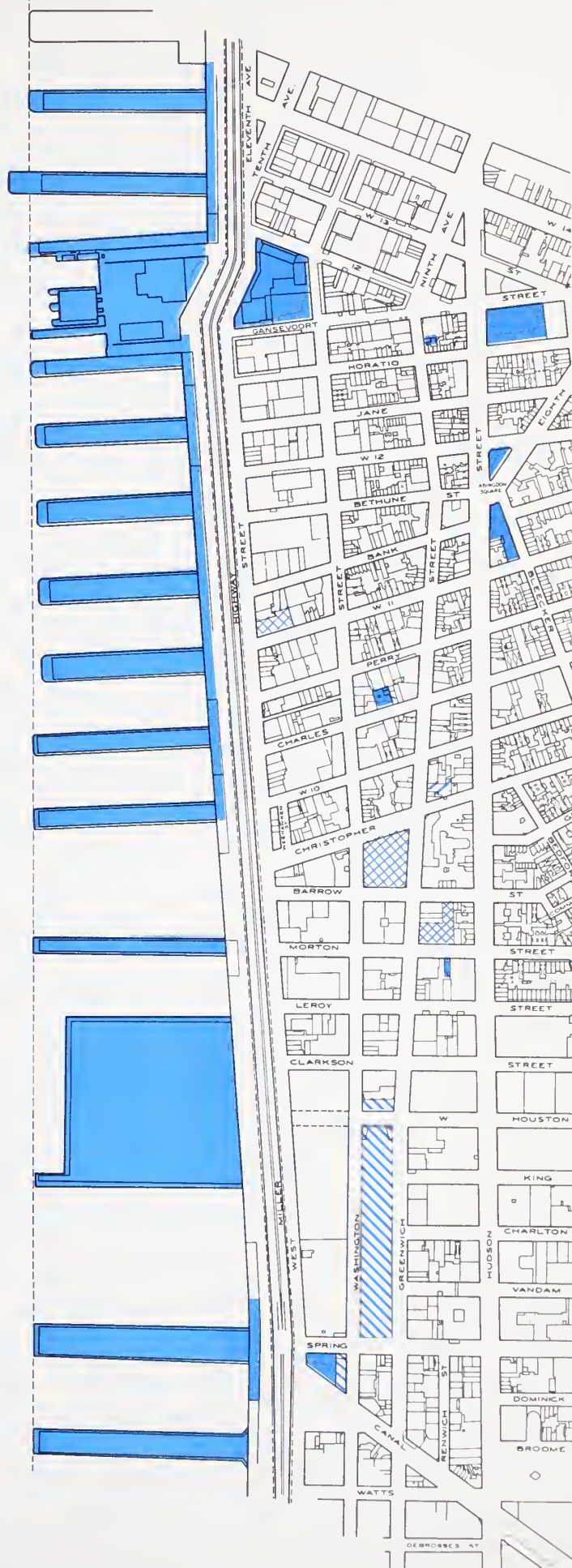
Port Authority Property

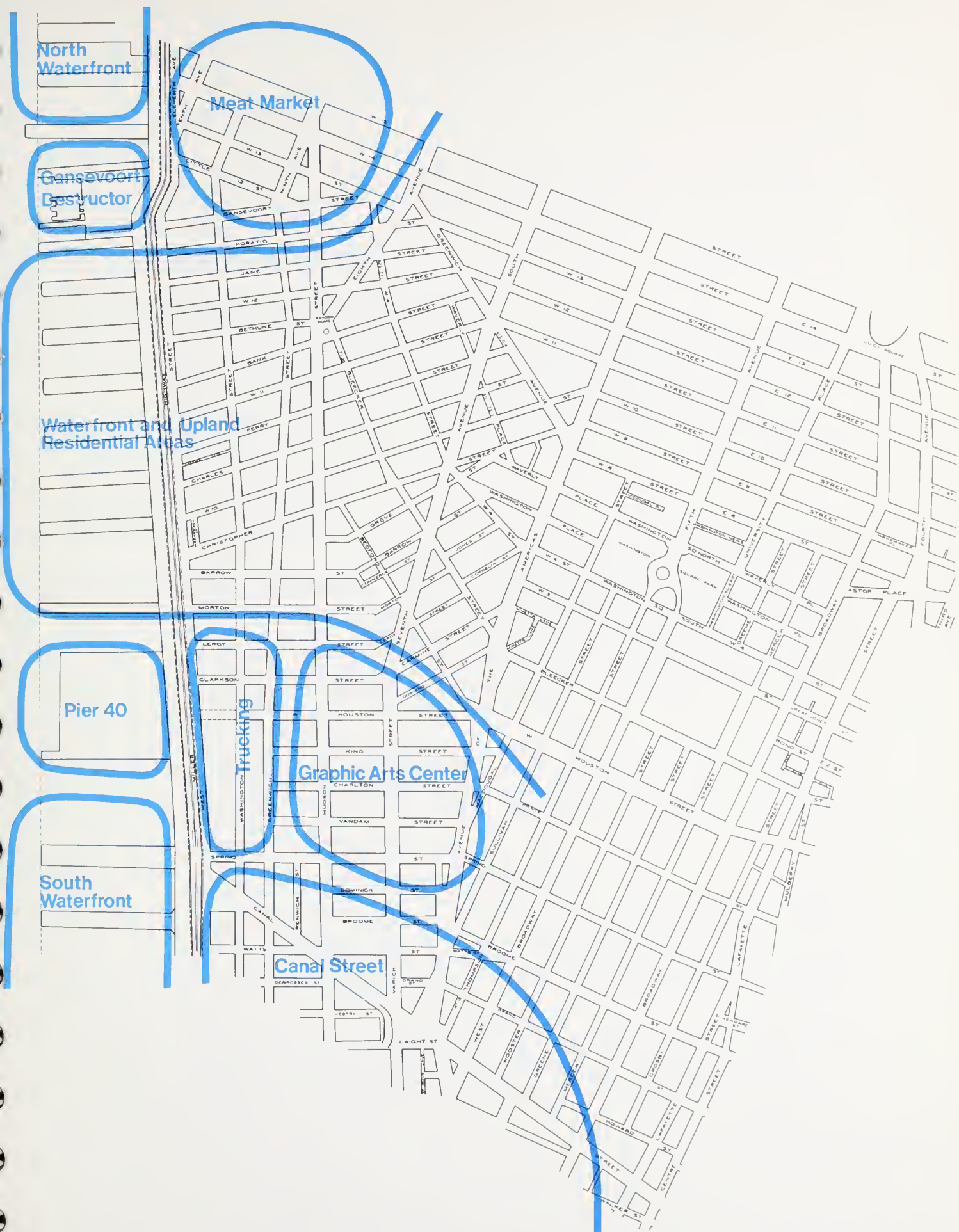


Federal and State Property



PUBLIC OWNERSHIP





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PLANNING SUB-AREAS

Planning Sub-Areas

14th Street Waterfront:

1. Existing Pier Characteristics

The 14th Street Waterfront area contains two piers (54 and 56) both of which are presently vacant, but are in good to fair condition, valued at \$3.5 million each or approximately \$45 per square foot. The total area from the building frontage on West Street to the pierhead line is 16.8 acres. Of this, the land area is about four acres, and the water and pier space is approximately 12.8 acres.

2. Traffic Congestion

Although the pier activities, being vacant, do not contribute to traffic in this area, their location, along with the meat market and the Gansevoort Destructor marks the worst traffic problem in the West Village area. Two factors cause the congestion: a) the extent of truck parking and standing attendant to the market and destructor activities; and b) the angular geometry of the surface streets and the elevated Miller Highway. Traffic loads do not appear to be high. Traffic north and south of this area flows relatively well.

Solutions to this problem will be difficult and expensive since they relate directly to present meat market truck activity and to the long-standing need to restructure Miller Highway. Possibly some relief could be effectuated by prohibiting sanitation truck-standing on West Street.

3. The Future of the 14th Street Waterfront

This area will change only if the meat market and the Chelsea Waterfront change. The two piers are unrelated to the West Village Waterfront and upland areas, and will probably remain so unless the Gansevoort Destructor and the meat market are phased out.

Certainly no proposals can be made for this area until the Chelsea Waterfront planning is further advanced and until the site, if any, for an intermodal container port is located.

14th Street/Gansevoort Meat Market:

1. Existing Characteristics

The Market functions in a wide array of 126 buildings on a land area including streets and open lots of approximately 24 acres.

The exterior condition of the buildings ranges from fair to poor. Many of the exteriors are 19th Century Federal facades in poor repair. Building interiors are often as modern and well-maintained as the exteriors are deteriorating. Capital investment in the Market exists only in the building interiors. This investment is primarily in the form of large refrigeration systems for bulk meat storage, overhead rails, and preparation and packaging equipment. In some cases, however, the interior installations do not conform to recently established Federal regulations and will have to be modernized by 1970.

Within the Market area there are several buildings very suitable for residential rehabilitation, the most prominent of which is the Old Seaman's Hotel at Jane and West Streets.

The height of the buildings in this area varies from two to six stories. In some cases they were built originally as mixed occupancy structures with living space above. In other cases, they were built solely as industrial buildings.

In addition to Meat Market activities there are a few ground floor commercial facilities (restaurants, cafes, bars) and a few other businesses such as a printing plant, hardware stores, warehouses, etc. Upper floors in some cases contain Market activities particularly along the Penn Central Railroad tracks. In other cases they are used for the Market's administrative offices. In a few cases residential apartments are located above ground floor Market activities.

The assessed valuation of Meat Market properties in 1967 varied from approximately \$10 to \$25 per square foot. From the official tax role listings it appears that the majority of Meat Market property is owned by three persons.

2. Description of Functions

The 14th Street/Gansevoort Meat Market is the largest wholesale meat and poultry market in the New York area, and probably in the United States. The market stores, prepares, and distributes meat

and poultry products throughout the New York metropolitan area and elsewhere. Most of the wholesale meat comes from the West and Southwest; the poultry comes primarily frozen from the deep South, Maryland, Delaware, and Maine. A lesser amount comes from New Jersey and upstate New York. These products are delivered to the Market by both rail and truck. It appears that most of these shipments are now made by truck.

The trade and service areas for the Market vary in accordance with the type of product handled. The beef dealers, for example, service chainstores in New Jersey and Long Island, and in some cases export finished products throughout the nation and the Caribbean. The distribution in the New York metropolitan area is via truck and station wagon.

The Penn Central Railroad spur is used solely by the Meat Market and its service facilities in the West Village area. The spur handles approximately 7,000 refrigerated cars per year (approximately 80% of all Penn Central refrigerated cars in New York); these cars may average approximately 35-40,000 tons each. The last user on the spur line is the Manhattan Refrigeration Company on Horatio Street. The spur extension to Bethune Street is used for tail-backing and track-switching.

In addition to the Market itself, a number of commercial, residential, and industrial functions are scattered throughout the Market area.

The Market generates a tremendous amount of truck traffic between 4 A.M. and 2 P.M. which virtually ties up all the east-west streets from 14th to Gansevoort Streets between West Street and 9th Avenue, and the north-south streets, West and Washington.

3. Employment

The total employment for the Meat Market sub-area is 4,520 persons. In Meat Market related businesses, there are approximately 2,500 union and 1,000 non-union workers. The wage scale in the industry is high. For union workers the base starting pay is about \$6,000 per year.

4. Trends in the Industry

The industry in general is beginning to change from bulk meat handling to pre-cut meats. Pre-cutting occurs at the slaughter houses in the Midwest and Far West. The result of this trend, should it continue, is that more pre-cut meat would be packaged at the sources and the nature of the 14th Street Market's

operation in the future would change significantly. The present "cut-meat" functions would diminish and distribution functions would increase.

5. Relocation of the Market

The relocation of the Market to Hunts Point has been rejected by the majority of the Market men. The reasons for this view are as follows:

- A vast discrepancy exists between present rents and those required at Hunts Point.
- The large capital improvements existing in the 14th Street Market structures would be lost.
- Many businesses are oriented to providing fast and direct service to Manhattan restaurants, hotels, etc.
- Access to public transportation in the present location is superior to Hunts Point, thereby providing a better source of labor.
- The Hunts Point market has many technical problems, including inadequate truck linkages to adjacent highways and City arterial streets.

6. The Future of the Market

Representatives of the various Market Men's Associations have been assured by the City Planning Commission and Community Planning Board #2 that they will not be forced out of their present location. This provides an opportunity for the Market men to evaluate and make judgments on their own future. It is apparent that the Market is concerned with its future and that the mechanism to achieve that end has already started. Current studies should indicate preliminary findings shortly.

Gansevoort Destructor and Pier 53:

1. Existing Characteristics

The total area from the bulkhead to the pierhead line is 12.8 acres of which 4.6 acres is landfill. The destructor's operations involve the use of three relatively new buildings, the tallest of which - the smoke tower - rises about one hundred feet high. The filled area is used for garbage collection, truck delivery, and parking, incineration, and garbage removal by barge.

Pier 53 has two old and dilapidated one-story frame sheds used for fire boat purposes. The old Gansevoort Street Pier next to

garbage scows was until recently actively used by local residents for recreation. Its rapid deterioration has prevented this use from continuing.

2. Pollution

The attraction of Gansevoort Pier as a waterfront recreational resource is presently hampered by air pollution and other environmental unpleasanties which stem from the Destructor and the barges. Although no specific figures on incineration air pollution have been obtained, the facility unquestionably contributes to the fact that Greenwich Village is within the worst air pollution area of the City.

Other negative environmental factors include the constant smell of garbage, piles of non-burnable trash such as smashed cars, appliances, and miscellaneous junk, and the long lines of garbage trucks waiting on West Street.

3. The Future of the Destructor

Hopefully, new City policy will cause the phasing out of all Manhattan based incinerators. Transfer from truck to barges can remain if adequately accommodated in a multi-use structure properly insulated from abutting recreational or residential activities.

The remaining site could be linked to the new activities on the West Village waterfront to the south.

West Village Waterfront:

1. Existing Pier Characteristics

The area between the bulkhead and pierhead lines from Pier 40 to the Gansevoort Destructor is approximately 55 acres.

The condition of the piers in this area is as follows:

| | |
|------------------|---------------------------------------|
| <u>Excellent</u> | - Pier 40 built in 1963 |
| <u>Good</u> | - Pier 45 built in 1940 |
| <u>Fair</u> | - Piers 46 and 42 (no superstructure) |
| <u>Poor</u> | - Piers 48, 49, 50, 51, and 52. |

The average value of Piers 42 to 52 is \$45 per square foot.

2. Present Functions

Piers 46, 48, 50, 51, and 52 are used for lighterage (rail/truck transfer). In 1964, the eastbound station floating and lighterage activity was: Pier 42 - 2 boats per week for lighterage; Pier 45 - 10 station floaters per day; Pier 46 - 20 station floaters per day and one lighter per week; Pier 49 - 2 lighters per week; Pier 50 - 40 station floaters per day; Pier 51 - 6 lighters per week; and Pier 52 - 20 station floaters per day. Since 1964, Piers 42, 45, and 49 are no longer active in marine transfer traffic activity. Piers 45 and 49 are used by the Police Department for stolen automobile storage.

Pier 42 is used by the New York Board of Education for the docking of the SS John W. Brown training ship, and by local residents for recreation. The ship will be transferred to a pier at East 70th Street when the new Food and Maritime High School is completed in that location.

In addition to marine transfer operations and automobile storage the waterfront in this sub-area is also used by trailer truck firms who lease space beneath Miller Highway and along the bulkhead from the Department of Marine and Aviation. The Department of Marine and Aviation has jurisdiction over the entire waterfront area and up to the easterly line of columns of the Miller Highway. Annual rental income to the Department from all tenants from Piers 34 to 54 is \$1,700,000; of this, \$1,220,000 is from Pier 40.

The isolation of the waterfront from the West Village neighborhood is primarily caused by the existence of parked trucks along West Street and under the highway. The highway superstructure is also a formidable barrier, as is the 225 foot right-of-way of West Street. Except for the Morton Street pier, which is crowded on a summer weekend, there is little reason to go to the waterfront, since the bulkhead pier structures obstruct one's view of the water.

Although traffic is moderately heavy along West Street, it is overly congested, considering its width, because the parked trucks and trucks maneuvering into loading docks reduce the operational capacity to few moving lanes in each direction.

3. Past Proposals

Numerous proposals have been made for this area. Some were serious, such as the 1962 EBASCO Report which extensively documented a land-fill proposal for a \$61,810,000 light manufacturing

and office complex totaling 2,350,000 square feet. Others were visionary, such as the concept proposals prepared by a team of architectural students and faculty in 1968.

Recently William Zeckendorf proposed a massive program for rebuilding the area from Bank to 10th Streets. Discussions with Mr. Zeckendorf indicated that he remains interested in the area, that he controls a large number of properties between Greenwich and West Streets, and that his architect, Richard Meier, is conducting a feasibility study of various proposals.

4. The Lower Manhattan Plan

The Lower Manhattan Plan prepared in 1966 conceptualized, in a dramatic sweep of new waterfront housing and recreation, a new role for Manhattan's decaying waterfront. The 1962 EBASCO Report was a precursor to this concept since, along with new waterfront industry (its primary objective), it proposed high-rise housing and recreation on decks above shipping and cargo handling spaces.

Battery Park City, the first stage of the Lower Manhattan Plan, is now under construction on land-fill, and a right-of-way for the ultimate depression or tunneling of Miller Highway is being provided. This project forms the most direct precedent to the Greenwich Village Waterfront Study Area, not because of the particulars - land-fill, building design, etc., - rather, the comprehensive approach, the sub-surface positioning of the Highway, and the interrelationship of upland to the waterfront.

Many new ideas are being formulated to combine structural innovations with industry, shipping, housing, recreation, and possibly new methods of water-edge transportation. One or more of the concepts for construction and development will probably be applicable to the Study Area. That is not the problem. The real issue is what can be done for a reasonable cost which will be supported by both the Community and the City.

5. Opportunities for Construction

Subsurface bearing conditions in this sub-area are not as advantageous for construction as they are in Lower Manhattan, where rock is from 25 to 50 feet below the water.

Rock in the Study Area occurs 80 to 100 feet below grade at the bulkhead line. Above the rock there is 10 to 20 feet of very compact red and brown sand which will support moderate high-rise structures, and above that there are approximately 40 feet of mixed clay and silt. Rock bearing quality is good between

pierhead and bulkhead lines.

Two basic types of waterfront construction could be applicable to the Study Area -- land-fill or pile and deck. Battery Park City is being constructed on fill; Waterside, to be constructed between the bulkhead and pierhead lines in the East River at 25th Street is being designed on piles. Although specific costs are not yet available for either project, normal costs for these types of construction would be as follows:

Filling - approximately \$15 per sq.ft., including removal of existing piers, bulkhead, site preparation, etc.

Piles & Deck - approximately \$25 per sq.ft. (including the above).

6. The Future of the West Village Waterfront Area

It is apparent that many of the piers are old and underutilized, that the area needs revitalization, and that adequate technical means are available to facilitate construction at costs comparable to present land value in the area. The Community wants change to occur and would like to see housing, recreation and community facilities combined with some waterfront industrial activities.

One of the principal questions to be investigated in the second half of this Study is: how much industry is really needed, is it practical, and how can it be combined with residential functions?

West Village Upland Area:

1. Existing Characteristics

This area - approximately 60 acres - is the largest of the nine sub-areas, and characterizes the popular image of the West Village. A mixture of contrasting uses is spread throughout the area. No single use predominates, although in certain sections one use takes precedence over others.

At its northern limits and just to the south of the Meat Market, old established residential uses predominate. Two typical residential building types are the 3 or 4-story 19th Century town-houses usually occupied by two to four families, and the 5 or 6-story, old or new-law tenement buildings occupied by ten to forty families. These building types, intermixed with small warehousing or manufacturing buildings, set the pattern and scale south to Barrow Street.

At its southern limits the sub-area begins to merge more distinctly into the areas which are dominated either by trucking facilities or manufacturing plants.

A total of 510 buildings, 63% of the total Study Area, are sited on various lot sizes and block formations. Other than the diversity of functions, the area's most consistent image is the panoply of building height, size, style, age, design, and material.

Most buildings are not more than 6 stories high -- a few buildings are over 10 stories. The most prominent high building is the 10-story U. S. Federal Building, which occupies the whole block between Washington and Greenwich Streets, Christopher and Barrow Streets. Statistically, the highest building is the new 19-story red brick apartment building on Hudson Street between Jane and Horatio.

While the exterior physical condition of buildings within the sub-area ranges from excellent to those with major deficiencies -- partly a reflection of the wide span of building ages from 30 to 150 years old -- the majority of buildings classified during the walking survey have either minor or intermediate deficiencies.

According to 1967 statistics, the area's assessed valuation (land, plus improvements) is generally within a range of \$15 to \$35 per square foot of lot area.

2. Population and Housing Characteristics

Almost all of the waterfront Study Area's present residential population (1960 Census - 5,540) lives in this sub-area. Updated statistics are not currently available; however, local residents feel that the population has increased in the past 9 years. As a point of comparison, the population of Greenwich Village was reduced by 7,702 persons between 1950 (90,589 pop.) and 1960 (82,887). More interesting is the fact that 6,195 new housing units were added in the same period - 29,795 dwelling units in 1950 to 35,990 dwelling units in 1960.

The 1960 Census also designated 70% of the total dwelling units in the Study Area as sound. This is to be compared with 74% for the total Village area, and 73% for Manhattan.

Additional demographic differences occur between Study Area residents and the entire Village, who are in the median family income bracket. The project area had a lower median than that of the Village by nearly \$2,000 (\$6,635 - \$4,644); however, the significance of the difference is lessened somewhat because the median

income of the project area contains family and individual medians. (Normally, the individual median income level is less than the family median income).

The employed residents in the project area use public transit services (79%) more than the employed Village residents do (57%). Also, more residents within the project area work in Manhattan than do the residents of the Village (93% to 82%).

3. Description of Activities

There are two residential sections -- the northern section consisting of east-west streets Horatio, Jane, West 12th, Bethune, Bank, West 11th, and Perry; and the north-south Greenwich Street; the southern section consisting of Christopher and Barrow Streets -- separated by two sections of mixed manufacturing and warehousing activities.

Very little open space for recreational activities now exists. The playground of St. Luke's School and the P.O.N.Y. Foundation ("Barney's") are the only two significant open spaces within the sub-area. The Abingdon Square Playground and the hard-top basketball courts between Gansevoort and Horatio Streets are situated on the eastern side of Hudson Street, and are somewhat separated from the sub-area's residential sections by the heavy traffic using this street.

Much of the traffic movement in the sub-area is trucking of two basic types:

- a. Trucks moving north or south along Hudson, Greenwich, Washington, and West Streets, with destinations outside the sub-area.
- b. Trucks moving east or west along Horatio, Jane, West 12th, to and from the Meat Market sub-area; east or west truck movement along Bethune, West 11th, and Christopher to and from the warehouses and industrial plants within the sub-area, or waterfront pier locations to the east of the area.

In both cases these truck routes move through areas of residential uses (east-west streets) or commercial uses (Hudson Street).

East-west bus routes exist along Christopher and West 10th Streets; northbound on Hudson Street (southbound also, partially on Hudson Street to Abingdon Square).

4. Problems

While many localized small-scale problems exist in different sections of the West Village Upland Sub-Area, the one overriding problem is its isolation. To the west it is almost completely isolated from the waterfront by heavy traffic using West Street, the elevated Miller Highway, and the long linear pier buildings paralleling Miller Highway. To the east it is somewhat isolated from the remainder of the Village by the heavy traffic using Hudson Street.

Other sub-area problems are:

- Truck traffic moving east-west and north-south through predominantly residential blocks.
- Overnight truck parking on Greenwich and Washington Streets.
- Poor public transportation.
- No significant open spaces for passive or active recreation.
- Air and noise pollution caused by trucking activities.
- Numerous manufacturing type buildings used only at street level.
- Truck parking and loading on sidewalks.
- Various open automobile and truck parking lots.
- Overcrowding in certain old-law tenement buildings, such as those on the west side of Hudson Street in the block between West 10th and Charles Streets. (Known locally as the "Caribe Hilton").
- Broken sidewalks and few shade trees.

5. Assets and Potentials

It is apparent that no major change is required to solve small-scale problems, nor to capitalize on the many assets of the area. Preliminary analysis indicates that certain identifiable assets exist and that a wide range of potentials could be realized in the very near future. These include:

- A number of well-maintained residential blocks -- for example: Horatio, Jane, West 12th, Bethune, Bank, and West 11th Streets

between Washington and Hudson Streets.

- West Beth artists in residence project -- now under construction and representing a major break-through of residential uses towards the waterfront, and within a manufacturing and warehouse district.
- West Village Housing project -- approved by all City Agencies and the Board of Estimates. This project represents a break-through in its use of underutilized land without causing relocation, and in its design characteristics which reflect the existing character of the Village and the aims of the Community. These characteristics, plus dedicated community sponsorship, form a precedent for future growth in the entire Waterfront Study Area.
- Numerous existing buildings not presently used for residential use which have good potentials for such usage. These include:
 - a. U. S. Federal Building (10-story structure at Christopher Street).
 - b. Tower Warehouse (10-story structure on west side of Greenwich Street between Perry and Charles Streets).
 - c. Shepard Warehouse (12-story structure on northeast corner of Washington and West 10th Streets).
 - d. Ransom Warehouse (4-story structure on southeast corner of Charles Lane and West Street).
 - e. Carolina Warehouse (6-story structure on northeast corner of Washington and West 11th Streets).
 - f. Ehrlich Warehouse (3-story structure on south side of Bank Street opposite West Beth project).
 - g. 6th Precinct Police Station (5-story structure on Charles Street between Washington and Greenwich Streets).
 - h. St. Veronica's School (5-story vacant structure on 10th Street between Washington and Greenwich Streets).
- Three old hotels have good potential for rehabilitation. These include:
 - a. Christopher Hotel (5-story structure on southeast corner of Christopher and West Streets).

- b. New Holland Hotel (3-story structure on northeast corner of West 10th and West Streets).
- c. Jane Street Hotel (6-story structure on northeast corner of Jane and West Streets).
- The Hudson P.A.T.H. Station at Christopher Street. This station could be the area's City-wide link to the overall subway system.
- The P.O.N.Y. Foundation which provides a great opportunity for children's and teenagers' activities not usually possible in the City.
- Potential cross-Manhattan linkage using crosstown bus routes on West 10th and Christopher Streets (but not necessarily the existing type of buses).
- Continuous pedestrian routes to waterfront along streets such as Christopher, linking back to both Village and Sheridan Squares and their surrounding commercial attractions.
- No residential relocation is necessary to increase the number of residential units.
- Depending upon the extent and location of new waterfront development, this sub-area will be able to attract a greater variety of shopping and related facilities.
- Although present systems of service and delivery to manufacturing plants create friction with residential areas, there is no basic conflict between the uses themselves. Furthermore, they are a valuable source of employment that should be preserved as much as possible.

The Trucking Center:

1. Existing Characteristics

From West to Greenwich Streets and from Morton to Spring Streets is an 8-block area almost solely occupied by trucking terminals which range from dilapidated, unmaintained sheds to relatively new and well-maintained structures. In the latter category are St. John's and the Port Authority-Union Terminal which have extensive off-street loading facilities. The Union Terminal maintains 72 enclosed loading docks in a building over 1,000 feet long. These two facilities employ approximately 400 of the 928

workers (excluding truck drivers) in the trucking area.

The average 1967 assessed valuation of the terminals was approximately \$35 per square foot for the larger buildings, and about \$15 per square foot for the small, older properties, regardless of recent improvements. The majority of the structures are two stories high; St. John's and the southern portion of Union Terminal are four and three stories high, respectively.

Aside from a few commercial activities relating to the existing trucking and warehouse industries, such as restaurants, bars, automobile, and truck service establishments, there are no other significant economic activities in the area.

There is far less traffic congestion in this sub-area than is in the Meat Market, because the docking facilities are either off-street or within the terminal buildings. The larger buildings have modern, adequate warehouse space, and the smaller buildings are used primarily as truck garages. There seems to be no functional relationship between the activities in this area and the industries which occur on the waterfront.

2. The Industries' Problems

Although a few terminals maintain a high level of economic viability and form the principal center of employment in the West Village area, many of the smaller enterprises in the Barrow, Morton, and Leroy Street area exist in dilapidated structures or in disused parking lots.

A few trucking companies use West Street as a parking lot, which restricts the traffic capacity of the street and blocks the view and pedestrian passage to the water.

3. The Future of Truck Terminals in the Study Area

The Study to date has not uncovered sufficient data to adequately predict the future of this area. Present truck activities indicate a continuing warehouse need; however, some space is available for rent. The fact that little functional relationship exists between the waterfront and the terminals indicates a primary dependency on highways. Certainly the future of the Miller Highway and lower Manhattan traffic will have a major effect on the area, as well as the ultimate use of Pier 40.

If a number of the smaller trucking enterprises in deteriorating structures cannot survive the pressures of land value increases around them, portions of the blocks between Morton and Clarkson Streets would be suitable for housing.

Pier 40:

1. Existing Characteristics

This structure was valued at \$25 million in 1963 when construction was completed, and is one of the newest piers in Manhattan. The land area between the bulkhead line and building frontage is 4.6 acres, and the area between the bulkhead and pierhead lines is 16.5 acres. The building on the pier is four stories high, and is used for passenger and cargo handling for the Holland-America Line, as well as other deep water shipping, customs for passengers and baggage, some marine transfer functions, and parking for 1,000 automobiles. In 1964, fourteen eastbound lighterage boats used the pier weekly. (No up-to-date figures exist.) The various activities employ from 500 to 700 I.L.A. members.

2. The Future of Pier 40

The future of Pier 40 is uncertain, particularly in light of the recent disclosure that the proposed Mid-Town Luxury Liner Terminal is under radical review and probably will be considerably reduced in its scope of operations. Therefore it is difficult to predict how long the present Holland-America Line functions will remain at Pier 40. Even if these functions are to be moved to a new luxury liner pier, the timing of such a move is unknown. No specific plans have been made for Pier 40 if such a move is accomplished. The pier is not designed for containerization, nor could it be easily adapted. More importantly, it is not well located for a container operation, since there is no rail connection.

It is possible that other waterborne activities could occur. These might include a consolidated marine transfer station and truck terminal, small-scale cargo receiving, small private craft marina and maintenance center, a day-liner terminal, or any number of combined uses. Detailed study will be required before any practical proposal can be made.

Graphic Arts and Printing Center:

1. Existing Characteristics

This sub-area constitutes about ten acres and is part of a larger 30-acre district which extends east to the Avenue of Americas. The dominant uses are printing and book-binding, which are housed

in substantial buildings with no more than intermediate external deficiencies. There are only a few small residential and commercial buildings in the Charlton and Van Dam blocks which do not contain printing functions. The building heights range from the 17-story high Standard & Poors Building to a few 4-story tenements.

According to 1967 statistics, the assessed valuation of the major buildings is generally in the range of \$45 per square foot. One major exception is the Standard & Poors Building, which is valued at \$110 per square foot.

The printing, book-binding, warehousing, food processing, and some limited street-level commercial activities distributed throughout the area provides the second largest number of industrial employees in the Study Area, with 3,494 workers. The largest organization is the American Book/Stratford Press. It occupies 60,000 square feet on three floors, and employs about 850 people.

Almost all the streets have major truck activities with loading at curb side or at off-street loading bays. The dominant traffic flow runs north-south on Greenwich and Hudson Streets.

2. The Future of Printing and Graphic Arts in the Area

Insufficient data is available at this time to measure the growth or decline of these activities in the West Village. Limited discussions with representatives of local companies indicate a substantial stake in the area and possibly some need for expansion.

No conflict exists between the printing activities and the Community; therefore, no interim improvements or changes are necessary. If subsequent detailed studies indicate the need for expansion, a number of under-utilized sites exist within the area. If substantial expansion is projected, the area south of Spring Street provides ample space opportunities.

Canal/Spring Street Area:

This four block area, containing a hodge-podge of 62 deteriorating buildings, including truck garages, auto repair shops, lofts, and a few 3 and 4-story residential buildings, is in limbo. It has been in the path of previously proposed ramps and roadways for the Lower Manhattan Expressway.

Since the Expressway will not be constructed, a variety of new opportunities could be studied for this area and adjacent districts.

The entire strip between the pierhead line and Hudson Street, extending north from the Washington Market Urban Renewal project to Spring Street represents a new opportunity for industrial, transportation, recreation, and possibly waterfront residential functions. Certainly there is ample space for truck terminal and printing expansion. A downtown distribution center incorporating the major installations in the Houston Street truck terminal area and Pier 40 could be constructed, and would clearly eliminate the need for these functions to expand north into the residential West Village.

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- (1) The Port of New York, "Proposals for Development", New York City Planning Commission, September, 1964.
 - (2) Gilman, R. H., "Cargo Handling", Scientific American, October, 1968, p. 85.
 - (3) Ibid., p. 84.
 - (4) Meyers, H. B., "The Maritime Industry's Expensive New Box", Fortune, November, 1967, p. 152.
 - (5) Ibid., p. 151.
 - (6) Tri-State Transportation Committee, Study of Consolidated Railroad, Marine and Lighterage for New York Harbor, July, 1964, pp. 8-12.
 - (7) Ibid., p. 13.
 - (8) New York Times, 4/17/69.

3. COMMUNITY PLANNING PROGRAM

Advocacy Planning

Aspects of Community Participation

Advocacy Planning

Advocacy planning has become the by-line for local groups and residential districts in quest of self determination. The Borough President's new funding program for the various Community Planning Boards provides the first instance in New York of governmental support of this concept.

In many ways it parallels other contemporary decentralization phenomenon. The current school decentralization program is the best known and, up to now, the most successful in effectuating a major change to long standing centralized policy.

The principal objective of the Borough President's planning program is to involve the Community in the decision making process. Although this is long overdue and rightfully the focus for plan formulation, it is also the seed for potential conflict with central Government agencies formulating City policy. In the past, the local communities had little to do with planning. It is appropriate that Greenwich Village now has an opportunity to show what it can do. The designated role of the planning consultant to the Borough President, as directed by the Community Planning Board, is to function as a technician - uncovering information, offering neutral alternatives, interpreting goals and objectives, and "working out" community development concepts. This service is also long overdue and provides a new and often ego-shattering perspective to the traditional "master planner". Furthermore, it is a difficult role with its own potential conflicts. Community aspirations must be tempered by overall City objectives as much as comprehensive metropolitan plans need the personalization of neighborhood scale and vitality.

The real role of the Community consultant is to balance the two -- the City and the Community. The Community's aspirations and ideas should be implemented if that is what the Community wants, although their plans should not flout sound overall City policy.

The Greenwich Village Waterfront Study provides a real test of this balance. Few areas in the City offer the divergent range of Community voices and neighborhood vitality in conjunction with major City transportation and industrial installations as well as a deteriorating waterfront.

Aspects of Community Participation

To date the Community has been involved in the Waterfront Study in four types of activities: committee liaison, interviews, community survey, and public meetings. One or more of these activities have occurred each week during the course of planning work. Unquestionably this has been the most important aspect of the Study to date and, regardless of the specific findings and recommendations outlined in this Report, it has created the framework of trust and positive planning in a community which historically has been a planner's Waterloo.

1. Community Liaison

The Waterfront Development Committee, a nine-member group appointed by Arthur Stoliar, Chairman of Community Planning Board #2, functions as the Borough President's representative and directs all aspects of the Study. In addition to Mr. Stoliar, the Committee is composed of the following local residents: Martin Berger, Anthony Dapolito, Carol Greitzer, Edith Lyons, Emanuel Popolizio, Norman Rosenfeld, Rachele Wall, and Ruth Wittenberg. Their professional backgrounds are varied, including two lawyers, three housewives, a baker, an architect, a physicist, and a City Councilwoman.

Twenty-five Committee meetings have been held during the course of work to date. The primary function of the group is to guide the Consultant in uncovering Community needs and aspirations. The Committee does not adjudicate Consultant findings and recommendations, since this is the responsibility of community public hearings.

The most difficult aspect of our assignment and our relationship to the Committee was to determine just what the aspirations of the Greenwich Village Community are. We did not expect them to be unified. Our approach was to prepare an extensive list of policy alternatives on various topics; to touch upon a gamut of opinions within each category; and to illustrate a range, from the most extreme to the least controversial. Although this seemed to be overly simple, we thought it would elicit immediate response and definitive views.

The following excerpts from a memorandum submitted to the Committee indicate the extreme objectivity of our approach:

"PURPOSE:

This memo is intended to provide the Committee with a range of alternatives concerning Community policy for the Greenwich Village Waterfront Development Study. The alternatives have evolved from a review of the area, its analysis, and a general understanding of a variety of community views. Therefore, the suggested alternatives have been gathered from a wider range of options.

Overall project goals and objectives are stressed rather than specific issues pertaining to physical planning. It is anticipated that the policy established as a result of the alternatives included herein will formulate goals and objectives, and that the planning evolved thereafter will formulate specific guidelines for the project development. Guidelines are visualized to be specific items to which any plan must adhere, such as total population and employment, zoning, specific amounts and types of recreation, commercial, industrial, and other uses; building bulk and height; and specific relationships to existing community fabric, etc. The establishment of these guidelines will result from the next work period."

"GOALS AND OBJECTIVES:

- The Waterfront

In accordance with sound economics and good planning, a principal goal of the Greenwich Village Waterfront Development Study should be:

- a. The replacement of underutilized waterfront industries and functions with a new development oriented to housing, recreation and allied uses?
- b. The replacement of underutilized waterfront industries and functions with new industrial facilities?
- c. A combination of 'a' and 'b', emphasizing 'a'?
- d. A combination of 'a' and 'b', emphasizing 'b'?

- Housing-Income Levels

Housing offerings in the new plan should provide for:

- a. A balanced mixture from low, through medium to high-

" income families?

b. Orientation to high income?

c. Orientation to low income?

- Recreation

a. Provide for a major City-wide waterfront park similar to Riverside Park and East River Park?

b. Provide for small local recreation facilities oriented to the water, similar to Carl Shurz Park, the Brooklyn Heights Promenade, and the waterfront plazas proposed in the Lower Manhattan Plan?

c. Provide small parks in the area between West and Hudson Streets (similar to Abingdon Square), in addition to the waterfront recreation facilities?

- Development Policy

In conjunction with determinations on the items above, guidelines for rezoning and resultant development should be established to cover:

a. Should the entire area be rezoned as a comprehensive planned unit with controls, design review, and other measures to properly relate new development to existing buildings and to provide for a mixture of building uses?

b. Should rezoning be limited to individual parcels and related to buildings which are underutilized and deteriorating; to vacant land and parking lots; and to obsolete waterfront piers?

c. Should emphasis in the area between West and Hudson Streets be on the rehabilitation of buildings or on redevelopment of sites that could prove more economically desirable through new construction?

- Implementation Policy

a. Plan proposals must be capable of implementation with or without urban renewal?

- "b. Proposed developments should be primarily tax abated or fully taxable?
- c. Redevelopment of parcels should primarily occur with or without assistance of City's powers of condemnation?
- d. Sponsorship of individual projects should be unrestricted, primarily oriented to small local groups, or primarily oriented to large (City-wide) developer corporations?"

This approach outlined in the above quoted memorandum seemed in keeping with our assignment, as technical advisor to the Community. However, the Committee really did not want us to be clinical and detached. Our purposeful objectivity, designed to "draw out" the Community and to remove ourselves from the decision-making process was overly detached. We were expected to participate and to offer our own opinions.

The "multiple choice" approach as outlined above, was quite useful to us however. It uncovered many detailed insights into the area and provided a more complete basis for the formulation of goals and objectives. We also learned that the Committee did have a consistency of approach on broad based principles. This process resulted in the most specific Committee/Consultant joint effort of the study to date -- the list of eleven waterfront study goals. These are described in Chapter 4. The goals have been accepted in principle by the Committee and the Planning Board, and have been presented to the Community at a public hearing without audible opposition.

Goals and objectives are often minimized when planning for a single client or a City agency. Emphasis is on the physical plan and how it can be built. With a local community, goals and principles are extremely important because they become the catalyst between conflicting views, and the standards to which various proposals are measured. The community normally does not have the power to implement a plan. Instead, it needs a list of principles to evaluate proposals as they are made.

2. Interviews

Most of the factual information outlined in this report has been obtained from interviews with planners, architects and engineers, other specialized consultants, and representatives of City and State agencies. Whatever insight into the West Village Community is contained in this document has been achieved by a variety of discussions and personal interviews with residents, businessmen,

and people working in the area. This combination has provided depth and balance to the planning analysis. Categories and persons interviewed are as follows:

Community

(1) Waterfront Based Industries

| <u>Name</u> | <u>Organization</u> |
|-------------------|---|
| Mr. J. Ringwood | Penn Central, Refrigerated Freight Dept. |
| Mr. J. Stinson | Penn Central, Refrigerated Freight Dept. |
| Mr. Riesofsky | Erie-Lackawanna RR - Lighterage Dept. |
| Clerk | B & O RR - Lighterage Dept. |
| Mr. V.J. O'Connor | Shipping Assoc. & ILA Container Royalty Fdtn. |
| Clerk | Lehigh Valley RR - Lighterage Dept. |

(2) Meat Market Industry

| | |
|-------------------|---|
| Mr. H. Emanuelson | Manhattan Refrigeration |
| Mr. J. Q. Adams | Manhattan Refrigeration |
| Mr. J. Byrne | Manhattan Refrigeration |
| Mr. J. Kraus | M. Kraus & Bros. |
| Mr. J. Ottman | Ottman & Company |
| Mr. A. Mayer | Edmund Mayer, Inc. |
| Mr. H. Silverman | Greater N.Y. Assoc. of Meat & Poultry Dealers |
| Mr. T. Heavey | Manufacturers Hanover Bank |
| Mr. O. Rogers | Producers Distributing Agency |
| Mr. B. Kahn | Kansas Packing Company |
| Mr. M. Romanoff | Sioux Packing Company |
| Mr. C. Sahn | H. & H. Poultry Corp. of New York |
| Mr. F. Shattuck | Fred Shattuck and Company |
| Mr. M. Markman | Sterling Provision Company |
| Mr. I. D. Robbins | Hunt's Point Corporation |

(3) Other Industries

| | |
|-----------------|--|
| Mr. M. Goroff | American Book/Stratford Press (Graphic Arts) |
| Mr. Hart | Port Authority Truck Terminal |
| Mr. H. Sheridan | N. Y. C. Trucking Authority |

(4) Local Labor Unions

| | |
|-------------------|-------------------------|
| Mr. F. Knuppel | Member, Local 153 |
| Mrs. M. McDermott | Shop Steward, Local 153 |

| <u>Name</u> | <u>Organization</u> |
|------------------|------------------------------------|
| Mr. W. Mangan | Attorney for Teamsters Local 807 |
| Mr. B. Bildersee | Teamsters Local 807 |
| Mr. W. Lynch | International Longshoremens Assoc. |
| Mr. P. Sullivan | Warehousemens Local 818 |

(5) Real Estate Investors

| | |
|-------------------|---|
| Mr. W. Zeckendorf | General Property Corp. |
| Mr. M. Korotkin | General Property Corp. |
| Mr. L. Shafran | General Property Corp. |
| Mr. F. Hertan | Atty. representing trucking area owners |
| Mr. W. Hunter | Real Estate Board of New York |
| Mr. D. Reybold | Struther's-Wells |
| Mr. C. Root | Struther's-Wells |
| Mr. E. Griggs | Horace S. Ely & Co. |
| Mr. S. Benjamin | Hanfield, Callen, Ruland & Benjamin, Inc. |
| Mr. N. Buchbinder | Buchbinder & Warren |
| Mr. J. Cahill | F. Cahill & Co., Inc. |
| Mr. J. Robilotto | Helmsley-Spear, Inc. |
| Mr. L. Sarasy | Lewis Sarasy, Inc. |
| Mr. G. Zuckerman | Chas. G. Keller Real Estate Co., Inc. |
| Mr. A. Weiner | |
| Mr. A. Wiley | |

(6) Local Residents

| | |
|-------------------|--|
| Mrs. D. Diether | Chairman, Zoning Sub-Comm., CPB No. 2 |
| Mrs. I. Ellison | Village Resident |
| Mrs. V. Schneider | Neighborhood Comm. for Morton St. Pier |
| Mr. J. Shields | Village Resident |
| Mr. R. Guenter | District Leader for Chelsea |
| Mr. P. Willen | Architect - Resident |
| Mr. C. L. Calarco | Village Resident |

(7) City Agencies

| | |
|------------------|--|
| Miss M. Groves | City Planning Comm. |
| Mr. T. Morland | City Planning Comm. |
| Mr. M. Levine | City Planning Comm. |
| Mrs. A. Fathy | City Planning Comm. |
| Mr. H. Sirlin | City Planning Comm. (Dept. of Eco. Dev.) |
| Mr. R. Fudim | City Planning Comm. (Meat Market Study) |
| Mr. R. Weinstein | City Planning Comm. |
| Mr. M. Weintraub | City Planning Comm. (Lower Manh. Expwy.) |
| Mr. A. Shapiro | City Planning Comm. (Urban Design) |

| <u>Name</u> | <u>Organization</u> |
|----------------------|--|
| Mr. W. Tobin | Commissioner, Dept. of Marine & Aviation |
| Mr. N. Frankenheimer | Dept. of Ports & Terminals |
| Mr. DeBello | Dept. of Ports & Terminals |
| Mr. P. Crossman | Commissioner of Ports & Terminals |
| Mr. C. Eristoff | Commissioner of Highways |
| Mr. G. Toth | Department of Highways |

(8) Professional Consultants

| | |
|------------------------|--|
| Mr. R. Meier | Architect |
| Mr. Grimes | Industrial Development Consultant |
| Mr. R. Adams | Industrial Designer (Waterfront Development Research) |
| Mr. W. Conklin | Architect for Lower Manhattan Plan, and Battery Park City |
| Mr. L. Davis | Architect for Waterside Project, 23rd Street, East River |
| Mr. R. Johnston | Soils Engineer - Mueser, Rutledge, Wentworth & Johnston (consultant for Battery Park City) |
| Mr. R. Decew | Hydraulics Consultant |
| Mr. Henry H. Reed, Jr. | Historian |
| Mr. D. Kunckel | Hart, Krivatsy & Stubee, planners, (Chelsea Waterfront) |
| Miss A. Penner | Hart, Krivatsy & Stubee, planners, (Chelsea Waterfront) |

(9) Elected Representatives

| | |
|----------------|----------------------------|
| Mr. P. Bermuth | Rep. Koch's Representative |
|----------------|----------------------------|

The interviews conducted to date have pursued questions primarily dealing with non-residential functions and activities. The complexity of the area has demanded more time in these areas, than with the West Village residential neighborhood, although many interviews were conducted with local residents.

The meat market is probably the most complicated function in the Study Area. We have attended numerous meetings and have toured the interior of many buildings. The market men have been most helpful and have expressed considerable anxiety in regard to being forced out of 14th Street to Hunt's Point.

Mr. I. D. Robbins, President of the Hunt's Point Corporation was also extremely cooperative, and outlined persuasive arguments in favor of the market eventually moving to Hunt's Point.

Although a number of interviews have been conducted with representatives of waterfront industries, we still do not have a clear picture of what should occur in the future. Vincent O'Connor, former Commissioner of Marine and Aviation, and John Grimes, formerly with EBASCO Services and now independent consultants involved with reviving waterfront industries, have quite specific thoughts on containerization in Manhattan and the use of the waterfront in general for mixed residential and port construction.

The trucking industry, the graphic arts and printing center, and various other non-waterfront industries remain somewhat unclear to us. The future of the trucking industry is a major question to be answered in future analysis.

Discussion with the Commissioners and representatives of various City agencies, the Planning Department staff, and a great number of independent consultants has been a prime source of information.

We have found that this method of obtaining data is quick, and is likely to establish a rapport with the community. Certainly, the information is not complete, nor scientifically derived, and it must be augmented if in-depth planning is to proceed.

3. Community Survey

The walking tour conducted on January 3rd and 4th, 1969, was attended by Stoliar, Berger, Dapolito, Lyons, Wall, and Wittenberg of the Greenwich Village Waterfront Development Committee; Pascale of the Borough President's Office; and Beyer, Blinder, Belle, and Vercesi of Beyer-Blinder Associates.

The main purpose of the tour was to establish agreement between the Committee and ourselves on the physical aspects of the Study Area. An outline of the items recorded by the survey has been discussed earlier in Chapter 2.

The real value of the walking tour was the block-by-block insight provided by members of the Committee. Their knowledge was generally based on personal experience and, therefore, oriented to people and recent historical facts. In most instances, the complexity of the area was unraveled by their personal familiarity; however certain sub-area functions -- the trucking and graphic arts centers, and a number of traffic and transpor-

tation factors -- truck routes, off-street loading, marine transfer activities, etc., were also a mystery to them.

Another important advantage to the Community survey was the use of free labor. The cost limitations of the Borough President's contract would not permit the accumulation of such data.

4. Public Meetings

Extensive discussion ensued between the Committee and ourselves on how to involve the community at large in the Study. It was apparent that a minimum of three public meetings would be required during the course of the work. These would include:

Discussion of Policy Alternatives

At such time that the consultants and the Committee have uncovered the various alternatives for guiding the principles and objectives of the planning, a public meeting would be held to disseminate this information and to obtain community opinions. The objective of such a meeting would be to establish guidelines as determined by the community for the further pursuit of project planning.

Discussion of Planning Alternatives

With the basic guidelines established, the consultants and the Committee would prepare physical planning alternatives. A range of plans would be developed within the constraints of the guidelines and would be subject to another public discussion and for public decision.

Discussion of Planning and Design Recommendations

Based upon the decisions and policy determinations previously agreed to and the preference for certain planning alternatives, a basic plan for the area would be developed. The contents of that plan would also be presented at a public meeting and would initiate various comments and, probably, further revisions and changes.

Two public meetings were conducted on the subject of policy alternatives -- goals and objectives, and a third meeting summarized the overall study but with special emphasis on both short range and long range opportunities for development.

These meetings began on February 27th, 1969, with a progress report made to approximately 40 members of Community Planning Board No. 2. A slide presentation of the existing characteristics of the area, analysis, and illustrations of the 11 Waterfront Study Area Goals was made. After a review and discussion by the audience, the Board moved that the work accomplished to date reflected an understanding of the Community, that it was proceeding in the proper direction, and that another similar presentation should be made to the Community at large -- reflecting any changes and suggestions of the February 27th Board meeting.

On March 18th, 1969, a public hearing was held, at which over 200 people were present to review the work in progress and to give comments and suggestions to guide the future work program. Borough President Sutton, who attended the meeting, commended the audience for their large turnout and interest in the progress report.

Reactions to the presentation (which was identical to the February 27th meeting - except for the suggested additions and deletions), were mixed. The majority of comments were favorable. A few persons equated this meeting with similar meetings in the past, where City officials promised community participation, but never produced.

This comment was expected, since the planning history of Greenwich Village is marked by community frustration with City renewal agencies. Appendix E, "History of Planning Efforts in Greenwich Village", documents those problems.

It was apparent at the meeting and at subsequent discussions that the community was not opposed to planning in the area, that the work accomplished to date was sympathetic to the unique qualities of the West Village, and that there was an anticipation for finally accomplishing something which the community wanted and could support.

The third major public meeting was held on January 13th, 1970, to make a summary presentation of the joint findings of the Committee and the consultants. Approximately 150 people attended. Their reactions were again mixed. The possibility that part of the waterfront be ultimately used to serve some of the Community's housing and recreational needs was not looked upon favorably by some members of the audience.

5. Continuous Community Participation

There are various reasons for obtaining additional information from the community and involving it throughout the course of the project. Certainly, uncovering new ideas, specific points of view, and detailed knowledge is the most important technical contribution. In addition, however, it is easier to make thoughtful decisions at public meetings if the community representatives attending such meetings have prior knowledge of the study, are familiar with the subtleties and complexities of the area, and have thought out issues that are important to them prior to the meetings. Other advantages such as public relations and political leverage should not be minimized.

It is suggested that more extensive community participation be elicited through the Community Planning Board. Possibly an advisory group could be formed to work in conjunction with the Waterfront Development Committee. Its membership should be broad, and should encompass, in addition to homeowners, tenant and building owner groups, the variety of non-residential functions in the Study Area. These might include trucking, warehouse, printing, graphic arts, meat market, shipping, manufacturing, retailing, office, and other such uses.

4. WATERFRONT STUDY GOALS

Waterfront Study Goals

Traditional patterns of living in Greenwich Village are strong and unique. Life flourishes in the midst of social, economic, functional, and environmental diversity -- the primary characteristic of the Village Community. The overall goal of this study is to nurture and strengthen these assets as they exist in the area of the Waterfront and to provide a means for them to grow naturally where they do not presently occur.

The ultimate test of the Study is whether the Community, its leaders and its consultants can achieve a diverse and human environment which preserves the area's uniqueness and its assets, yet provides a sound economic framework for appropriate conservation and growth.

Specific planning goals and objectives which will guide policy determinations and various planning proposals are as follows:

1. Revitalize the Waterfront to Play an Increased Role in the Social, Economic and Cultural Life of the Community.
 - a. Strengthen the physical links between the Waterfront and the Community by eliminating existing barriers and by creating better pedestrian access and more lively activities along their routes.
 - b. Insure that new development on the Waterfront conforms to local Community needs as well as providing for employment opportunities.
 - c. Capitalize on the unique potentials and mixture of functions of the Waterfront by developing new concepts in water-oriented multiple uses.
2. Maintain and Extend the Existing Characteristics of Greenwich Village Throughout the Waterfront Study Area.
 - a. Continue the mixture of diverse residential, commercial, industrial, and institutional activities.
 - b. Encourage the continued mixture of ethnic groups, family income levels, and overall social diversity.
 - c. Extend the intensive pedestrian activity at street level through the area to the Waterfront.
 - d. Encourage block patterns that will be harmonious with existing Greenwich Village street patterns.
 - e. Create a means for growth and change to occur naturally and in keeping with the scale and character of the Village -- not through widespread (bulldozer) clearance programs.

3. Preserve Existing Buildings.

- a. Highlight the rich mixture of building styles, massing, heights, age, and scale.
- b. Honor the "Greenwich Village Historic District", as well as specific landmark buildings, and the overall historic quality of the Study Area.
- c. Evolve reuse schemes for existing special use buildings as they become available, such as the Police Station, Bank Street School, Federal Building, etc.
- d. Evolve rehabilitation techniques for converting unused or economically depressed functions in non-residential buildings into an active mixture of uses. Such buildings might include lofts, piers, old hotels, garages, manufacturing plants, etc.

4. Provide for New Housing in the Character and Overall Density of Greenwich Village.

- a. Conserve and where appropriate, upgrade the existing housing stock.
- b. Orient new housing primarily to low and middle income families.
- c. Special housing functions for artists, the elderly, and young people, should be melded into the overall neighborhood fabric.
- d. New residential buildings should be compatible with the existing diversity of scale, lot coverage, and life style of the area.

5. Encourage the Growth of Small Retail and Diverse Businesses.

- a. Allow for economically marginal businesses to remain and, wherever possible, provide for additional low cost space for their expansion.
- b. Meld new facilities into the existing neighborhood fabric by maintaining active commercial and pedestrian activities on as many streets as possible.
- c. Allow diverse public facilities and locally oriented functions to occur and thrive in accordance with immediate neighborhood needs.

6. Provide Community Recreation at the Water's Edge and in the Upland Areas in Relation to Centers of Pedestrian Activity.

- a. Capitalize on the uniqueness of the Waterfront for viewing, sitting, and strolling as opposed to large active recreational spaces.

- b. Small neighborhood open spaces should be provided within the residential areas for both active and passive functions.
 - c. Encourage widened sidewalks, play streets, and other localized recreational activities throughout the entire area.
 - d. Utilize high activity sites for unusual or specialized uses such as swimming, ice skating, exhibits, boating, etc.
7. Provide for New Community Facilities to Serve the New Population in the Area, as Well as Surrounding Neighborhoods.
- a. Elementary, and possibly intermediate schools should be located to minimize conflict with traffic and adjacent activities.
 - b. Small private or non-profit educational and civic facilities should be encouraged to locate in the area.
 - c. Provide for health, welfare, and other neighborhood services as required.
8. Develop Circulation Systems Which Separate Local and Through Traffic.
- a. Propose alternative methods of restructuring the Miller Highway to help solve local traffic problems as well as encouraging the proper development of the Waterfront and access to it.
 - b. Designate adequate thoroughfares for truck traffic which will not conflict with residential neighborhoods.
 - c. Control illegal on-street loading.
 - d. Provide adequate off-street terminal space instead of using the Waterfrontage and the under-highway for parking trucks.
 - e. Evolve street improvements which will be compatible with existing and new activities throughout the area.
9. Improve Public Transit Service to all Parts of the West Village.
- a. Provide for or expand new bus service to include the Waterfront area.
 - b. Utilize the P.A.T.H. System and its station at Christopher Street to provide the area with a link to City-wide transit.
 - c. Provide for new small-scale vehicles where appropriate.
10. Encourage Continued Employment by Maintaining a Diversity of Industrial and Commercial Functions.
- a. Allow existing industries which are economically viable and contribute to the diversity of the area to survive or perish in accordance with normal market and business standards.

- b. Evolve schemes for reducing the conflicts between trucks, other traffic, and residential neighborhoods.
 - c. Provide for new waterfront industrial development consistent with Community and City needs.
 - d. Develop techniques for simultaneous construction of residential, recreational, and industrial structures.
 - e. Maintain loft space for marginal enterprises, wherever economically feasible.
11. Enforce Existing Air and Water Pollution Controls and Create New Environmental Standards for the Area.
- a. Develop air pollution control techniques for compatible relationships of residential, industrial, and automotive functions.
 - b. Evolve schemes for the eventual use of an unpolluted North River Waterfront.
 - c. Create noise control standards for industrial and vehicular activities in proximity to residential neighborhoods.

5. CONCEPTS AND OPTIONS

Evolution of Old Buildings

Zoning Overlay

Evolution of Piers & Waterfront Activities

Street Life and Traffic

Public Transportation

Priorities

Concepts and Options

Too many precedents for sweeping changes have been presented to and rejected by the Greenwich Village community to reconsider similar actions once again. The planning analysis and study goals clearly establish an approach which is evolutionary -- not revolutionary. The existence of concerned and knowledgeable community leadership further strengthens this approach and indicates a development policy of graduated efforts in strategic locations. Flexibility is fundamental to this approach and eliminates the usefulness of a master plan which pictorializes the way the study area might look in 1980.

In addition to the community-imposed restraint in development policies and rate of growth, other factors temper the urge to foresee dramatic change -- economics and existing industries. Urban renewal and extensive public assistance would be required if vast quantities of new housing were to be provided, and expenditures of this nature and magnitude are not currently appropriate for a location with such a good market location.

The existence of various industries in the Study Area represents a formidable obstacle to the clearance and redevelopment approach for change and growth. Since the majority of the Study Area is non-residential and since there is no intention by the community to force businesses and industries to relocate, there is the continued need to allow change to occur naturally by the free choice of property owners and established enterprises. The principal activities which will be affected by change are waterfront industries and warehouses. Both have a long history in the area and should not be forced out against their will. Certainly, the support of these industries and their labor unions will be required if change is to occur without violent objections.

The principal objective of the Borough President's program of Community Planning Board autonomy is to aggregate divergent objectives into a single and agreed upon program which will benefit the community at large without destroying its sub-components. Small scale developments, mixture of activities, alternative plans and policies, and a paced schedule will be the guide to planning and design proposals for the Greenwich Village Waterfront Development area.

Evolution of Old Buildings :

The waterfront upland areas generally confined to the blocks south of Horatio Street and north of Morton Street offer a unique opportunity to gradually increase residential opportunities without noticeable change to the scale and quality of buildings in the area. This district, originally a 19th Century warehousing center, is still in varying degrees of activity a location for warehousing and trucking. It contains approximately 84 non-residential structures which upon initial investigation appear suitable for residential reuse. With the exception of the Federal Building (Post Office) which occupies the entire block between Christopher, Barrow, Washington, and Greenwich Streets, the majority of these structures are relatively small, ranging in size from 2,000 sq. ft. to 20,000 sq. ft. per floor.

These buildings were determined to be suitable for the following reasons:

1. Structural soundness.
2. Adequate floor plan dimension and configuration for conversion to residential apartments.
3. Sufficiently large to provide for economy of renovation, maintenance, and operation.

The buildings are distributed throughout the area without any identifiable pattern. However, approximately one-third of them are located within the Greenwich Village Historic District. Most of the structures are presently occupied and are being used for a variety of warehousing or light industrial activities. Although no specific survey has been made, it appears that the buildings are not fully used, and maintain marginal economic activities.

In addition to the buildings described above, there are over 75 non-residential structures in the area which do not appear suitable for residential conversion since they are one, two, and in some cases, three-story parking structures, trucking garages, manufacturing industrial buildings, etc. The majority of these structures are in relatively poor condition and some maintain activities which might conflict in the proposed residential and commercial activities.

A few major industrial and commercial buildings maintain a high level of economic viability and will probably continue in their present use while change occurs around them. An example of this category is the Bookazine Building between West 10th and Charles Streets. The size and present operations of this facility is sufficiently modern

to accommodate compatible relationships with present or potential residential neighbors.

Zoning Overlay

Presently the upland area between Horatio and Morton Streets is zoned M1-5 and C8-4. A recent C6-2 zone was created for West Beth Artists Housing. This is the only residential zone in the upland area for which extensive rehabilitation is proposed in this Study. Therefore in order to accomplish the objectives for rehabilitation, a new zoning policy must be established. Three basic alternatives exist:

1. Rezone the area with some appropriate C or R category.
2. Rezone as opportunities occur in isolated but preplanned components.
3. Create a special zone which permits a variety of activities to exist within the same area.

The third alternative provides the most appropriate solution. It is flexible and meets a fundamental community objective in permitting existing uses to remain if owners and tenants so wish while new activities are introduced. Therefore, a special zone, or a "zoning overlay" should be particularized for this area.

Two recently enacted special zoning districts -- the Lincoln Square and Broadway Theater special district areas -- provide important precedents for this. While the particular problems of the Greenwich Village Waterfront Study Area are quite different, the principles are similar in that particular needs of the district are accommodated in a new "zoning overlay."

As an example, in the Broadway Theater District a developer is provided with a Floor Area Ratio bonus if movies, legitimate theaters, and other entertainment facilities are included in the contemplated office and commercial complex. In Lincoln Square, the developer is given similar FAR bonuses if arcades and specialty shops are included in his development.

In the waterfront upland area community objectives are varied, such as: encourage mixture of uses, ethnic groups, income levels; extend street life and stores into the area; etc. The preservation of buildings through rehabilitation, however, is an overall objective which provides the basic physical means to realize other detailed and specific goals.

The bonus feature for new zoning in the upland area would be directly related to rehabilitation. Current owners, developers, and community sponsorship groups would be provided with certain advantages -- in this case, not increased allowable FAR -- but less open space requirements, greater plot coverage, higher room count per lot area, etc., if rehabilitation of existing structures was proposed instead of demolition and redevelopment. In most instances, rehabilitation provides a developer with a larger amount of rentable space when compared with the allowable floor area under the existing zoning resolution. This is true primarily for presently zoned residential or commercial properties. Regulations do not exist for properties which require rezoning. This would become an important aspect of a new "zoning overlay".

Two precedents exist within the residential upland area which prove the practicability of converting non-residential industrialized structures to apartments: The first, and privately sponsored, is the "Left Bank" at Abingdon Square, which occupies the full block between Bethune, Bank, Washington, and Hudson Streets. The building, formerly a warehouse, was converted in 1967 for high rent apartments. The building originally had virtually no open space on the plot and, in order to meet Planning Commission standards which were lower than that required by the C1-6 zone, the building was reduced in total floor area by the removal of a portion of its north side.

The second example is West Beth, which occupies the full block between Bethune, Bank, West, and Washington Streets. It provides low rent apartments to artists under the FHA mortgage program known as Section 221-d-3. The total floor area in the complex of buildings was also reduced to accommodate a small park which reduced its total FAR to an agreed upon amount, but which still exceeds that of the zone within which it is located (C6-2).

These projects in addition to proving the economic feasibility of reusing old structures, also point to a critical factor in accomplishing the overall rehabilitation objectives of this program. The open space requirements of the current New York City Zoning Resolution far exceed that which exists on most parcels within the Study Area. Required lot coverage, lot area per room, open space ratios, and floor area ratios are too stringent if rehabilitation is to occur in a manner similar to that of the precedents described above. Pooling of open space must be permitted if the 84 buildings that are suitable for residential use are, in fact, rehabilitated. It will be impossible for various building owners to provide small amounts of open space directly on their sites. Many of the buildings occupy from 80% to 100% of the total lot. Small lots often separate these structures and a variety of ownership characteristics will complicate

the aggregation of complete blocks, or even partial blocks. Required open space therefore must be pooled in predetermined sites with the quantities of space established either per block or for a specific area.

It is anticipated that the market response and local development interest will be so great once the area is rezoned, that what is an apparent complexity of implementation techniques will be acceptable because of the desirability of the location and the uniqueness of the housing provided. It is evident that a number of already very complex efforts to live in the area have succeeded, in some cases illegally, and in others, through isolated rezoning. The community is prepared to engage in such complicated programs to achieve their goals and objectives. Certainly, it would be easy to rezone the area R-10 and wait for complete demolition and reconstruction at such a density. The community has stated clearly that this is not acceptable to them, and they are prepared to proceed more slowly and with isolated and sometimes complex development packages.

Evolution of Piers & Waterfront Activities

The Waterfront area between the Gansevoort Destructor and Pier 40 offers the best opportunity for environmental change and development in the Study Area. Certainly the condition of the piers and their use substantiate this potential. Battery Park City has provided a lucid example of how a sweeping change could occur by demolition of the piers and the creation of landfill areas. The Village community, however, does not intend to proceed in this manner. It prefers to retain the traditional waterfront qualities of the area. In addition, the community has no intention of displacing active existing waterfront industries, nor does it wish to alienate the ILA, who have many members as residents of Greenwich Village. Representatives of the waterfront industry realize that the entire waterfront of Manhattan cannot maintain a viable industrial base -- similarly, it's impractical to think that housing and recreation should completely replace water-based industries. The community intends to resolve whatever balance is needed within the Greenwich Village Waterfront area in a way that will recognize the viability of the existing waterfront industries as well as meet the housing and recreation needs of Village residents.

Sweeping and rapid change then is not contemplated for the area. Instead a slow and strategic program of converting unused and dilapidated piers is contemplated. This will permit the continued operation of active waterfront shipping to occur directly adjacent to waterfront housing. This concept not only permits a pier evaluation of the need for housing and shipping, but also maintains a principal objective of the Study which is to retain the diverse character of the waterfront.

The creation of a new downtown distribution center would parallel the input of residential and recreational facilities on the waterfront. The distribution center, combining existing facilities and new construction, would be located in the area south of Morton Street. This proposal is discussed further in the next section. However, the physical and economic feasibility of a multi-function waterfront should be the subject of a detailed study.

Street Life and Traffic

The principal traffic problem within the Study Area is the conflict of trucks -- moving, parked, loading and unloading -- with other traffic and pedestrians. As the upland area changes from warehousing and small trucking terminals to residential apartments, this problem will be diminished. However, there is a need to formulate overall solutions so that evolutionary change will occur with a minimum of conflict. Two programs are proposed:

1. The creation of a downtown distribution center south of Morton Street in the area of the present substantial trucking centers such as Hemingway, St. Johns, and the Union Terminals. Such a facility would be enhanced by the inclusion of Pier 40 and other new piers in the Canal Street area, as well as the construction of additional facilities on a variety of vacant sites in this district.

The principal function of the downtown distribution center would be the exchange of goods destined for lower Manhattan between trucks and waterborne vehicles. The coincidence of major truck terminals and Pier 40 represent the logical starting point for such a facility. By consolidating trucking south of Morton Street and possibly combining it with other intra-modal facilities and new high-density vertical systems of containerization, the present activities in random small truck terminals and their concomitant misuse of local streets by trucks, could be phased out.

2. The second solution to truck conflicts would be to completely change the flow and use of Greenwich and Washington Streets and the prohibition of through truck routing on east/west streets south of Horatio and north of Morton Streets. The use of Washington and Greenwich Streets for truck traffic or any through traffic is completely unnecessary, since West Street and Hudson Street provide adequate north/south capacity for any necessary trucking movements. Trucks presently using these streets would be directed to West Street and circulate to their destination in



ABANDONED CARS



SIDEWALKS USED FOR PARKING



BARRIERS TO WATERFRONT



ON-STREET TRUCK LOADING



OBSOLETE MILLER HIGHWAY



DILAPIDATED PIER

PROBLEMS

a perpendicular movement along appropriate side streets. There is no origin, destination, or traffic reason for a truck to travel on Washington or Greenwich Streets for more than one block. This change to the function of Washington and Greenwich Streets would permit a more compatible relationship of increased housing and pedestrian activities with only a small amount of trucking activities. Portions of Washington or Greenwich Streets which require truck loading would be devoted to that function, and through traffic would be prohibited. Other streets which are or would become primarily residential could use the street for play and recreational activities, since through traffic would be prohibited.

Numerous traffic problems and opportunities exist at the edge or outside the Study Area which will require intensive study and solutions. Most of them are contingent upon the future of Miller Highway. The long term solutions to this facility will influence all other major traffic problems and considerations in the Study Area and all of Greenwich Village. Knowing that the Highway must be rebuilt and that plans will be formulated for its reconstruction, it is difficult to solve other smaller scale traffic problems without knowledge of the Miller Highway scheme. In addition, the demapping of the Lower Manhattan Expressway has caused the City Department of Highways and the City Planning Commission to rethink all of their traffic assumptions and programs for Lower Manhattan. A combination of these two factors and their City-wide import necessitate postponing any serious traffic recommendations for the principal streets around the waterfront Study Area. The longstanding problems at Abingdon Square, Bleecker Street, 9th Avenue, West Street, West Houston Street, the proposed Verrazano Street, Canal Street, etc. will remain until a larger scale study is conducted.

Public Transportation:

Subway and bus transit services to and within the Area is minimal. The nearest subway stops are the 8th Avenue IND at 14th Street and the 7th Avenue IRT at Sheridan Square, Houston Street, and Canal Street. The PATH system stops at Christopher Street. One north-bound bus route is provided on Hudson Street. Crosstown service is adequate.

Although the overall transit service is presently inadequate, the number of residents in the area now is not sufficiently high to warrant major changes at this time. As the process of change to residential uses in the upland and waterfront areas occur and population increases, two major improvements should be contemplated:

1. Improving the PATH subway station at Christopher Street to provide better and more convenient and attractive pedestrian access, and possibly coordinating the routing of the present PATH system into, or with transfers between, the existing New York City subway system.
2. The second improvement involves better north-south bus service through the Waterfront Study Area, possibly including a line on West Street, to distribute passengers both uptown and downtown.

Priorities

The formulation of priorities and a program of development steps is difficult for community sponsored planning and construction. Most planning ideas and physical improvements are accomplished in response to unexpected opportunities or changes in city or private development policies. The plan for West Village Housing as a foil to urban renewal and West Beth Artist Housing as an answer to high level determination of need for artists (the President's Commission on the Arts, FHA, and the Kaplan Foundation form the sponsorship group and initiated the idea) are good examples of positive planning in response to an opportunity as compared to a step in a series of pre-established priorities.

Realistically, priorities should be divided into two broad categories -- (1) specific items that can be implemented in a short time period, say two to four years, by an identifiable and adequately funded group or agency; and (2) community programs which are based upon good judgment at the time of their formulation but are subject to continued change, review and updating. The inevitability of change is the reason why community goals and objectives should be thoughtfully established and constantly adhered to, as compared to priorities and specific programs which must be flexible, periodically shuffled, and sometimes exchanged for new innovations.

The Waterfront Study has established both short term and long term priorities. The commitment to certain short term activities has already been established by the Community Planning Board and the Planning Department staff. Other short term priorities are capable of implementation within the present economic and planning establishment. Long term priorities are based upon known facts and current City policy and represent significant progress, but are not in any way visionary or necessarily expensive.



FEDERAL POST OFFICE
Christopher Street



ST.VERONICA'S SCHOOL
West 10th. Street



VACANT PIERS · PIER NO. 54



MEAT MARKET AREA



WAREHOUSE
Clarkson & Greenwich Streets



SHEPARD WAREHOUSE
Washington & 10th. Streets



JANE STREET HOTEL
Jane & West Streets

ASSETS AND POTENTIALS

SHORT TERM PRIORITIES

1. Rehabilitation of selected buildings presently underutilized or vacant, to be sponsored by community based corporations.
2. Creation of an advisory board to building owners and tenants for rehabilitating and/or cooperatizing buildings.
3. Revision to present Artists In Residence regulations to permit greater number of artists in converted loft structures.
4. Creation of a special zoning district for portions of the Study Area.
5. Assistance to local School Board in providing for new class-room space for increased school age population in the Study Area.
6. Widening of sidewalks and designation of play areas on selected residential streets.
7. Changes to traffic flow on selected side streets to minimize the conflict between trucks and residents.
8. Relocation of parked trucks in selected areas to nearby underutilized sites to encourage greater pedestrian flow to the Morton Street Recreation Pier.
9. Enforcement of overnight truck parking prohibition on selected streets in residential areas.

LONG TERM PRIORITIES

1. Provision for increased recreation and play areas throughout the upland residential areas.
2. Provision of various community facilities to accommodate increased residential population.
3. Evolution of an overall traffic plan in conjunction with improvements to the Miller Highway and other City-wide traffic needs.
4. Improvements to mass transportation and linkages to overall City system.

5. Creation of a consolidated distribution center in conjunction with trucking, shipping, warehousing and traffic facilities.
6. Development of selected piers for recreation, residential and industrial uses.
7. Evolution of schemes for reusing the meat market area should the present facility choose to relocate.
8. Elimination of the Gansevoort Destructor.

IMMEDIATE OPPORTUNITIES:

With the acceptance by the City of the West Village Housing Plan, scheduled for construction in the Spring of 1970, the first step in the evolutionary process of change is accomplished. Immediate opportunities to maintain the impetus created should be capitalized upon now.

The first opportunity exists in converting Police Precinct No. 6 on Christopher Street into a combination of residential and community uses. The building is a fire protected steel structure with 60' frontage and 50' in depth. It is 4 stories high with a useable basement.

Preliminary plans indicate the feasibility of providing for 22 large apartments on the upper floors and various community facilities in the basement and in parts of the first floor. Adequate open space exists, or can be created, so that the problems of zoning outlined earlier would not apply to this building.

The community has expressed its interests to the City Planning Commission and Department of Real Estate for it sponsoring the project, and that the building should not be sold in auction without the community having the right of first refusal. The new Police Station on Charles Street east of Hudson Street is virtually completed, thereby permitting the implementation of this idea immediately.

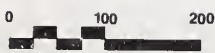
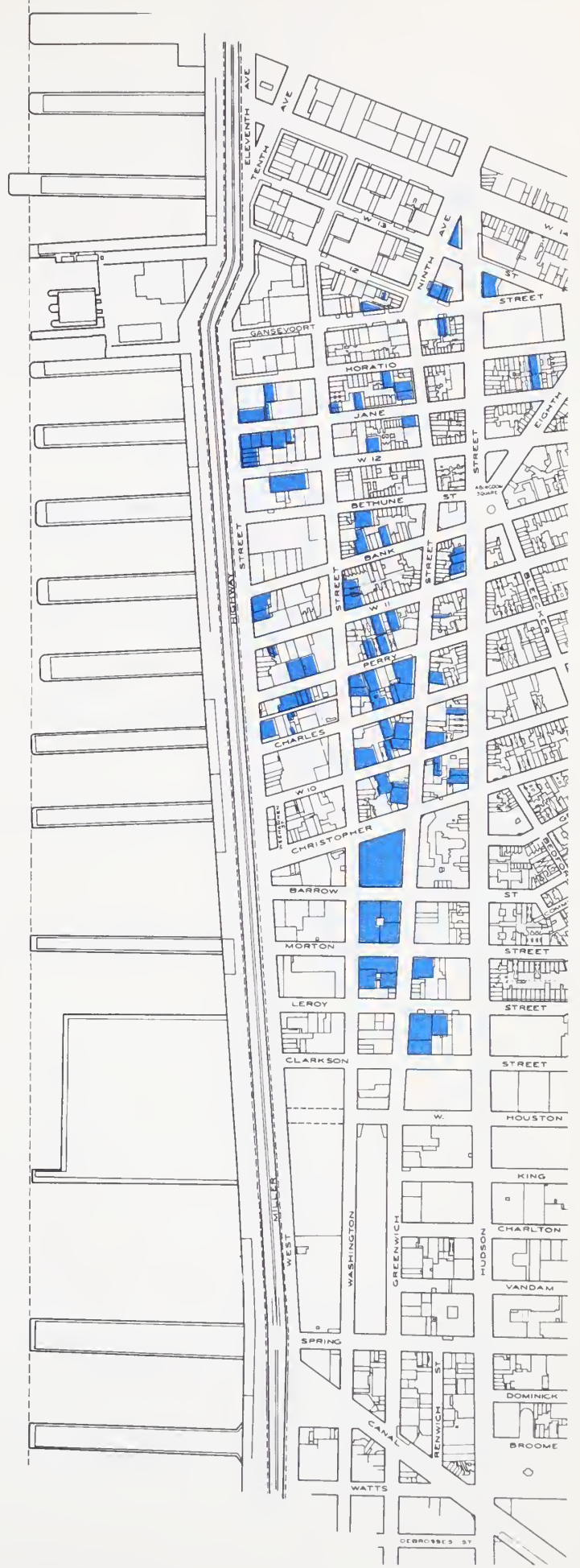
A second opportunity exists in guiding the development of a new building on the vacant lot at the southeast corner of Perry and Washington Streets. A dilapidated structure on the property was recently demolished. The construction of a new building and its functions can be influenced by the Planning Board, since a zoning variance must be granted prior to its construction. This parcel is across Washington Street from the new West Village Housing and could reflect the theme of "infill" design and scale.



6th PRECINCT POLICE STATION - CHARLES STREET

A third opportunity exists in the interim use by the community or by private interests of one or more of the vacant piers. Pier 45 at the end of West 10th Street is used for the parking of impounded automobiles and could be converted into a more useful function without changing existing waterfront shipping or trucking activities. The use of Pier 34 at Canal Street for temporary truck parking could also be accomplished easily and could help to remove parked trucks from the Christopher and Morton Street Waterfront areas, which seriously impede pedestrian access to the Morton Street Recreation Pier.

These and other immediate rehabilitation and conversion opportunities will be studied in detail in the Greenwich Village Waterfront Development Phase 2 Study. A contract will be provided by the Borough President to Planning Board #2 to determine the feasibility of these ideas as well as the evolution concept for rehabilitating underutilized warehouses and industrial buildings for new residential and commercial activities. In addition, the Study will determine the means for greater community participation in sponsoring new and rehabilitated neighborhood housing schemes.



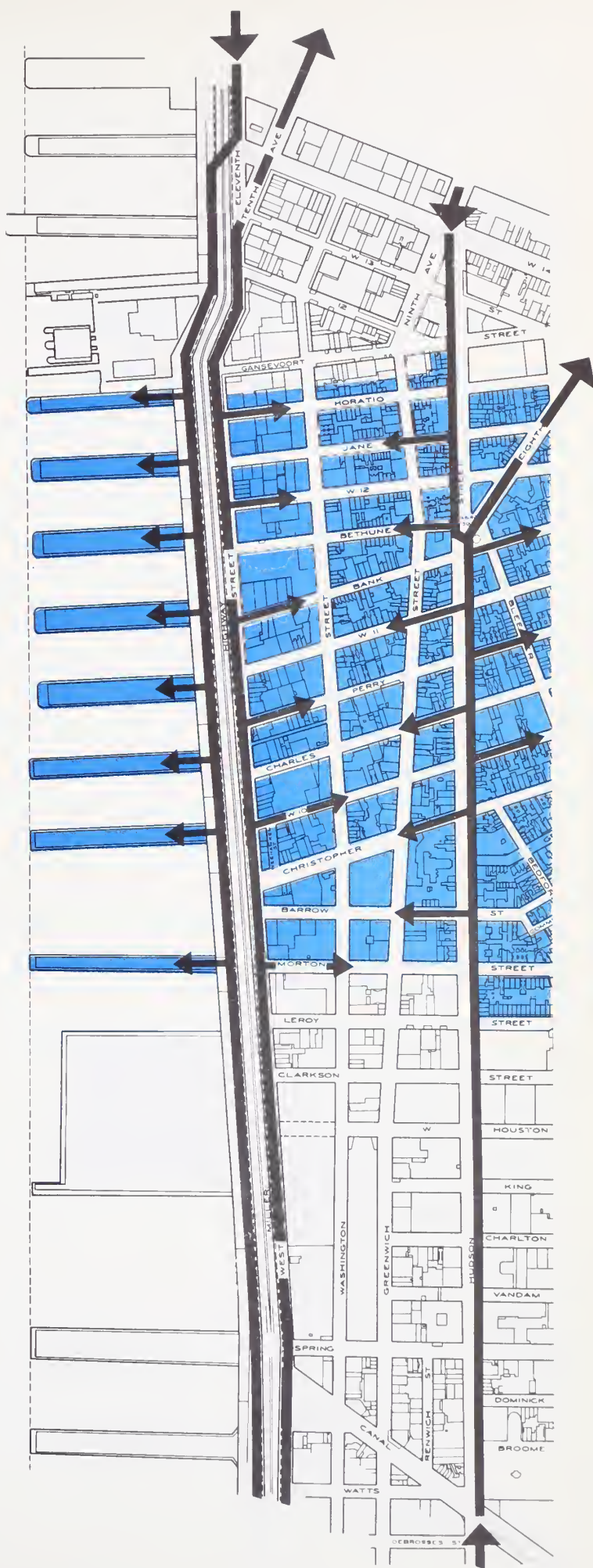
BUILDINGS SUITABLE FOR REHABILITATION

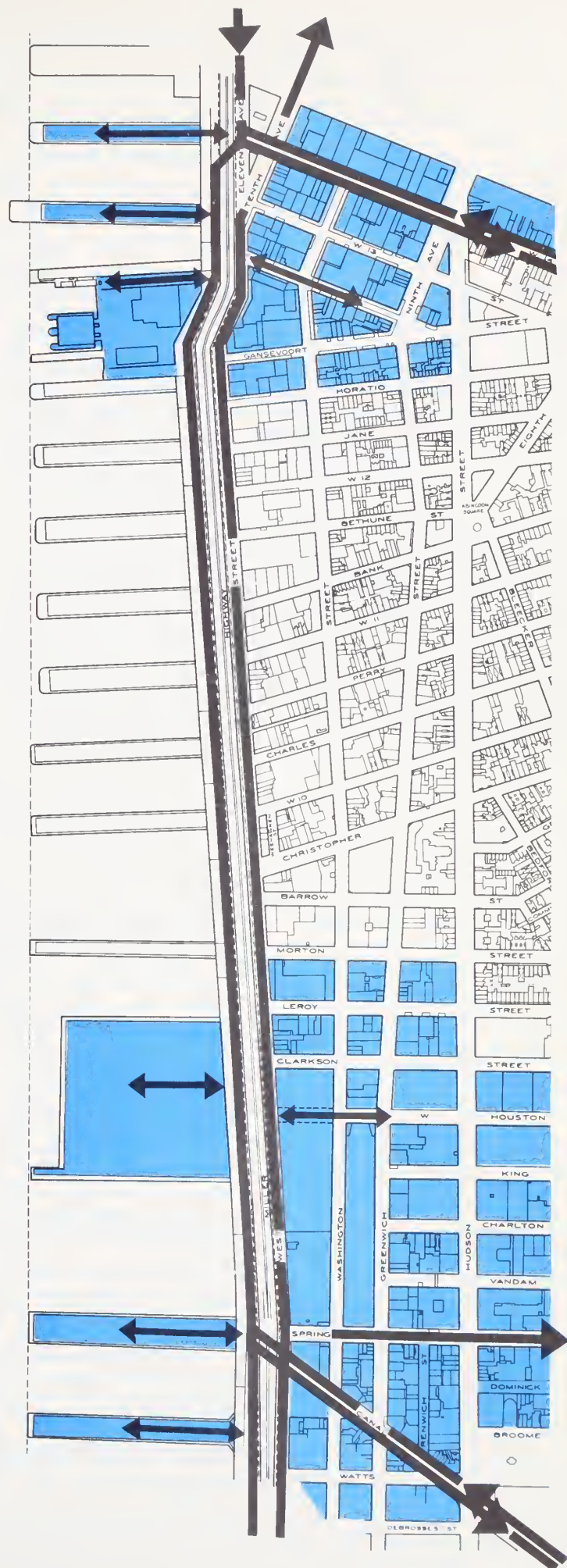


Primary Automobile Destinations



PRIMARY AUTOMOBILE ACCESS

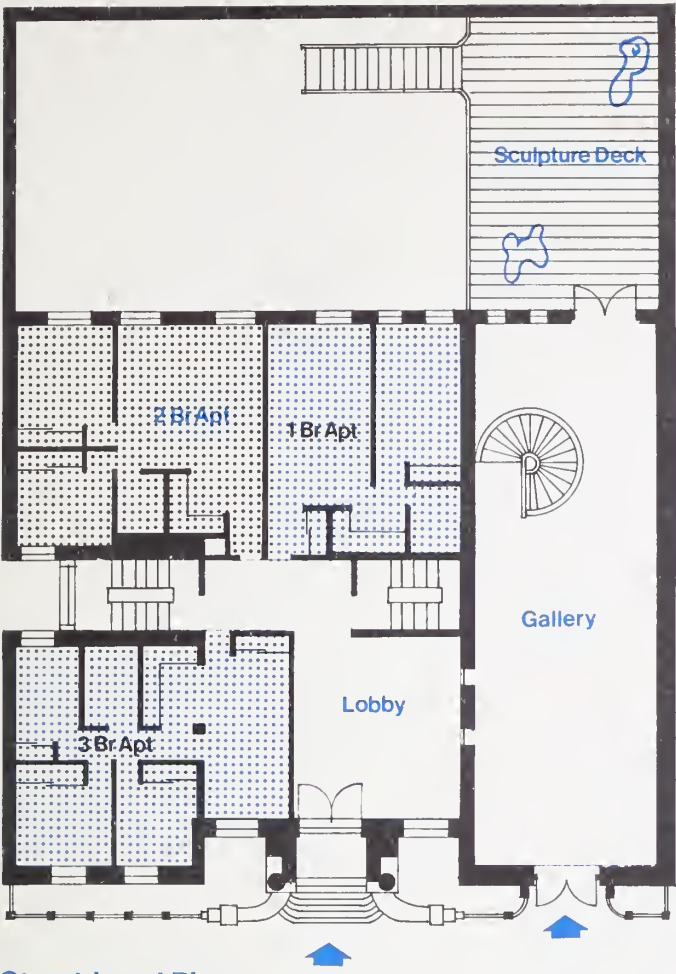




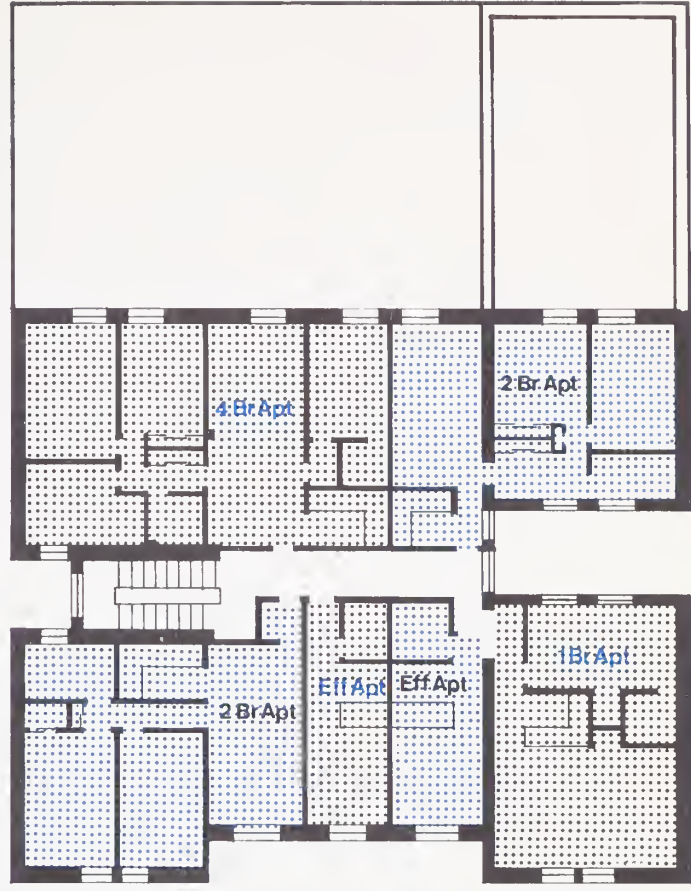
Primary Truck Destinations



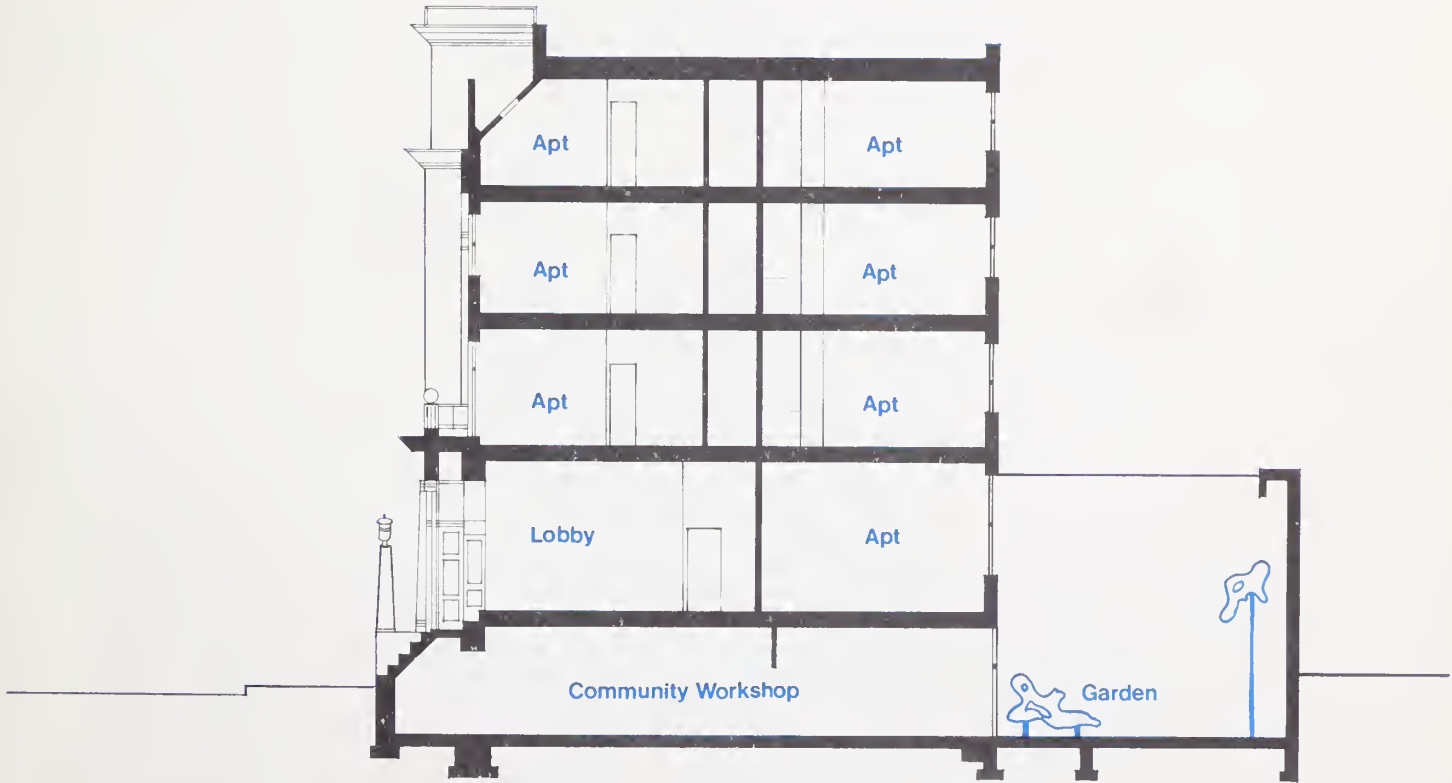
PRIMARY TRUCK ACCESS



Street Level Plan



Typical Upper Floor Plan



Typical Cross Section

6. RECOMMENDED PLANNING PROGRAM

Planning, Design and Coordination

Traffic and Transportation

Economics and Marketability

Engineering

Specialized Industrial Management

Recommended Planning Program

In order to pursue the opportunities that exist in the Study Area for growth and development, additional professional services beyond those represented in the current contract with the Borough President are required.

The economic and physical forces converging on the waterfront area should be met with a coordinated planning and zoning program to direct change in the best interests of the Greenwich Village Community and the City at large. The coincidence of community leadership, a highly marketable and attractive location, and the existence of a rapidly decaying waterfront indicate the need for action now.

The following professional services to be performed concurrently by one or more consultants are basic to the formulation of a community plan. Other, more specialized studies may be required as work proceeds.

Planning, Design and Coordination:

1. Joint coordination with the City Planning Commission of all City, State, and other consultant work in the Study Area.
2. Coordination with the Community Planning Board, its Committees, and other local groups and associations.
3. Preparation of overall building use and circulation plans.
4. Preparation of staging plans and alternatives for transitional sub-areas, such as the Meat Market and the Gansevoort Destructor.
5. Preparation of detailed studies for high priority problems or opportunities, such as truck conflicts, the reuse of the Federal Post Office building on Christopher Street, etc.
6. Analysis of existing zoning, the evolution of new zoning categories and the designations of special zoning areas.
7. Identification of new community facilities requirements.
8. Preparation of design controls and methods of implementation.
9. Analysis of prototypical buildings suitable for rehabilitation. Numerous loft buildings occur in this category and could be converted prior to the completion of the Planning Program.

10. Analysis of new building types and forms suitable to waterfront development, to the mixture of uses and functions, to the character of the area, and to community goals and objectives.
11. Development of open space plans, standards, and controls.
12. Preparation of bonus systems for encouraging private development to provide community facilities and amenities.
13. Evolution of methods for continued community participation as well as the formulation of local sponsorship of development projects.
14. Development of a full-time program for local professional guidance acting through the Community Planning Board and on behalf of the City Planning Commission.

Traffic and Transportation:

1. Coordination with the City and State in regard to the Lower Manhattan Plan, to restructuring the Miller Highway, and to the alternate studies of Lower Manhattan traffic as it affects the Study Area.
2. Analysis of existing and projected traffic volumes and requirements.
3. Joint development of alternative studies with the planning consultant for restructuring the Miller Highway.
4. Analysis of alternative construction techniques and costs for restructuring the Miller Highway.
5. Recommendations for the separation of local and through traffic in the Study Area.
6. Recommendations for early and/or temporary solutions to major traffic problems.
7. Analysis of existing and proposed truck terminals, waterfront trucking functions, and truck routes.
8. Analysis and recommendations concerning mass transportation facilities in the area and future linkages to the existing subway system.

Economics and Marketability:

1. Preparation of cost benefit formulas for alternative land development procedures such as land fill versus piles and decking.
2. Cost/income projections for various zoning and density alternatives.
3. Economic evaluation of rehabilitation of existing non-residential structures for residential reuse.
4. Marketability of providing a mixture of commercial, industrial, and residential uses.
5. Economic potentials for maintaining low rent loft and commercial space.
6. Applicability of State and Federal assistance programs for housing and recreation.

Engineering:

1. Analysis of existing geological conditions of the Waterfront and the immediate upland areas.
2. Design and cost analysis of alternative construction and engineering techniques for Waterfront development.
3. Alternative methods for combining mixed uses in Waterfront construction.
4. Coordination with the City and State in developing comparative costs for alternative solutions to restructuring Miller Highway.
5. Analysis and recommendations concerning subsurface utilities and subway tunnels.
6. Analysis of existing air and water pollution characteristics of the area, and coordination with the City, the State, and local industries in evolving techniques for controlling air and water pollution in the area.
7. Analysis and evaluation of the Gansevoort Destructor and its influence on air and water pollution in the area.

8. Projected time schedule for the de-pollution of the Hudson River and its implication on Waterfront activities.
9. Air pollution implications of alternative solutions to restructuring the Miller Highway.

Specialized Industrial Management:

Characteristics of employment, the viability of existing industries and a practical economic forecast of the industrial future of the area is one of the most important aspects of this proposal. The current planning study has uncovered little information in these areas.

1. The Future of Waterfront Industries.
 - Coordination with the Community, other consultants, representatives from business and labor, the City and the Port Authority concerning policy and recommendations for waterfront industries.
 - Analysis of containerization, its relationship to the Study Area and to the adjacent waterfront area of Chelsea.
 - Analysis of lighterage and its future in the Study Area.
 - Analysis of water-oriented trucking and rail transportation and their future in the Village Waterfront Study Area.
 - Future uses for Pier 40.
2. Industrial management analysis to uncover options for the future of the 14th Street/Gansevoort Meat Market.
3. Transportation and management analysis to determine the existing characteristics of the trucking center, whether it will expand or contract, and to what degree it depends upon waterfront shipping.
4. Sample questionnaire survey of the graphic arts and printing center to ascertain its plans for the future.

Planning Format:

The recommended planning program as outlined above should not require lengthy surveys to obtain data. It can benefit from the extensive resource of material concerning waterfront construction, depressed or tunneled highways, traffic counts and air and water pollution, etc.,

from such sources as the EBASCO Report, the Lower Manhattan Plan, Regional Plan Association publications, and studies for the now de-mapped Lower Manhattan Expressway.

It is estimated that costs of services for the planning program outlined above would be in the range of \$100,000, and the time to complete the work would be approximately 1 year. The precise costs and time period would depend upon the requirements for specialized consultation, and the participation by City agencies.

Community Participation:

Funding a study of this magnitude would require City assistance beyond that available to the Borough President's Planning Program. The City Planning Commission would be the most likely contracting agency; however, efforts should be made to obtain funds from foundations.

If funds were made available through the City Planning Commission or other groups, it is recommended that the direction and control of the study be retained by the Community. The present Borough President/Community Planning Board #2 Study is based on this principle and has worked well to date.

7. APPENDICES

- A. Brief History.**
- B. Planning History.**
- C. Bibliography.**
- D. Condition of Piers.**
- E. Characteristics of Piers.**

Appendix - A

Brief History of the Greenwich Village Waterfront Study Area

From the inception of New York's development until the early part of the 19th Century, the areas now considered to be part of Greenwich Village were then outlying farm lands. There were the Brevoort Estate located at Broadway and the Bowery and 11th Street; Henry Spingler's farm between 14th and 16th Streets, west of the Bowery; Nicholas Bayard's west farm of 100 acres between Broadway and MacDougal Street; and Sir Peter Warren's farm of 260 acres located between Gansevoort and Christopher Streets.(1) Around 1810, the City Commissioners invaded the estates by platting a system of streets and avenues which would include most of Manhattan Island. City workers leveled hills and filled in hollows and brooks; and as streets were being laid out, surveyors frequently reported assaults by local residents with biting dogs, hot water, rotten vegetables, and the like.(2)

The clash between City officials and local residents might be considered the first recorded effort of the community to plan its own future development. Such opposition resulted in street modifications; but more importantly led to a recognition of the area as having a district character with clusters of housing which could not be altered by the City.

As a suburban area, the Village grew rapidly, precipitated by stage-coach service to the lower part of the island and a rush of the City's population to avoid yellow fever during the epidemics of the 1820's.(3) Nearly all of the oldest houses in the Village today were constructed between the first and third decades of the 19th Century. Streets were partially paved; there was poor lighting; neighborhoods were composed of wooden shanties adjacent to well constructed homes; and water and sewerage facilities were virtually non-existent.(4)

In 1821, St. Luke's Chapel was erected on Hudson Street at the intersection of Christopher Street. Today, the church is the third oldest in the City. Brett Harte, the author, lived in the Parish House on Hudson Street in the 1840's.(5)

Abingdon Square was the site of several brick houses constructed during the 1830's, but they were demolished during the 1880's.(6)

During the revolutionary period, West Street was under water. From 1811 on, the island's bank was extended and raised to allow for dock construction. Low rent leases were granted to individuals and corporations as an incentive to move some of the waterfront activities from South to West Street. In time, the renters profited greatly. By 1870, West Street was in full use, and by 1890, South Street had been

displaced as the main gateway for waterborne traffic.(7) In 1893, there were seventy piers below West 12th Street. Waterside streets attracted small, irregular buildings, sail lofts, junk shops, shipping supply enterprises, all kind of drinking places, boarding houses, and shops for small wares. A railroad track ran along the pierheads.(8)

Not all pier activities were intended for shipping purposes. The legislature passed a bill in 1892 providing "for recreation and health of the people of New York by setting aside certain piers along the riverfront."(9) The plans called for the construction of a two-story pavilion at the Perry Street Pier with the lower story being devoted to commercial purposes, and the upper floor forming gardens with sitting places. The pavilion was eliminated because of some bureaucratic error which had intended to specify a leisure pier on the lower east side.(10)

Mass transportation had several routes through West Village. There was the Seventh Avenue line, the Eighth Avenue railroad which was chartered in 1855, the Ninth Avenue elevated which was chartered in 1859, and four crosstown lines at Prince, Charlton, Christopher, and Tenth Streets.(11) The first elevated freight railroad was built on Greenwich Street in 1868.(12)

Building types near the waterfront have been easily differentiated from the architectural character of the more eastern parts of the Village since the middle of the last century. Unlike the solid rows of brick dwellings, broken occasionally by a yard in front of a set-back house or a frame building, the blocks near the waterfront had a number of industrial establishments existing and under construction. In 1875, when the Village was known as the American Ward, because the area contained the lowest percentage of foreigners of any district in New York, the eastern side (around Washington Square Park) was considered fashionable, whereas the western edge had a poorer reputation.(13)

Toward the close of the 19th Century, the aristocratic and upper-middle class appearance of the Village was tarnished somewhat with the construction of tenements, most of which were erected in West Village, interspersed with additional industrial loft buildings. To the north, the waterfront area provided rows upon rows of longshoremen's quarters. A half-mile strip from the water's edge inland became desirable for industrial development. The combination of the increased tenement construction and an emigration of homeowners resulted in a decline of land values. Such a decline attracted the increasing location of warehouses, lofts, and factories.(14)

Why West Village successfully avoided an enduring stigma of being an industrial slum and managed to gain to some degree a reputation for convenient, attractive, and low-rent dwellings for people of limited

means is uncertain. Perhaps it was the image of Greenwich Village proper which influenced subsequent marked patterns in West Village, rather than the existence of bleak lofts and unattractive tenements.

After 1910, tenement construction ceased and heavy industrial activities declined. Land became too expensive for such uses. In 1916, the City Planning Commission zoned the heart of the Village residential, thus legally barring any industrial development. Still, West Village was not zoned and was subject to economic shifts and consequent changes in land uses.(15)

During the second decade of the 20th Century, single family units were being converted into apartment dwellings which were highly marketable for "people of taste, but no money." These included artists, writers, and poorly paid professionals.

Between the second and third decades, the percentage of foreign-born families increased, but the total population decreased by 20%. The immigrating families moved into the tenements and worked as truck and taxi drivers, longshoremen, artisans, and laborers. Both in life style and within spheres of employment, a cleavage evolved between the professional and semi-professional population and the visible ethnic groups -- Italians, Irish, Germans, Jewish, Spanish, and Lithuanians.(16)

Employment opportunities and various entertainment offerings drew many daily visitors to the Village and the waterfront. Other than the economic advantages of such visitors to the community, outsiders were not part of the life of the community. Much closer to the community were the service industries and retail trades near the docks -- all of which furnished employment for and were patronized by local residents.

The resident and non-resident worker's status became an important issue for the Irish longshoremen whose job security was threatened by an influx of Negro, Polish, Italian, and other people seeking employment, particularly during the depression. It was during this period when pier activity declined sharply and "shaping up" became increasingly competitive, that the waterfront no longer served as a major source of employment. Commercial enterprises along the waterfront suffered and many were replaced by shops which had moved in with the construction of apartment buildings. These shops reached out less to those seeking employment, but rather provided more prosaic needs, such as tailoring, dry cleaning, hand laundries, and the like. Stores catering to old neighborhood patronage found difficulty in meeting the new markets of the reclaimed blocks.(17)

Neighborhoods as social units began to disintegrate and combinations of structures presented a picture of physical confusion. Just prior to the Second World War, community feelings were in transition. Residents' attitudes reflected less of a cohesive, internally supporting neighborhood and more of an individualistic expression of freedom in thought and action. In spite of the great influx of residents seeking bohemia as well as members of the professional classes, much of the former groups remained. The Irish and Italian residents mixed little with the more recent residents; business (political as well as commercial) was the only successful vehicle for bringing the separate populations together, and in time, the gap socially and economically lessened.(18)

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- (1) King's Handbook of New York City, Moses King, Publisher, Boston, 1892, p. 36.
 - (2) Ibid., p. 40.
 - (3) Delaney, E. T., New York's Greenwich Village, Barre Publishers, Barre, Massachusetts, 1968, p. 27.
 - (4) Ibid., p. 34.
 - (5) Ibid., p. 34.
 - (6) Ibid., p. 39.
 - (7) New York City Guide, prepared by the Federal Writer's Project of W.P.A. in New York City, Random House, N. Y., 1939, p. 69.
 - (8) King's Handbook of New York City, op. cit., p. 70.
 - (9) Ibid., p. 70.
 - (10) Interview with Mr. Wilson Duprey, New York Historical Society, February, 1969.
 - (11) King's Handbook of New York City, op. cit., p. 137.
 - (12) Delaney, E. T., New York's Greenwich Village, op. cit., p. 47.
 - (13) Ware, Caroline F., Greenwich Village: 1920 - 1930, Houghton Mifflin Co., 1935, pp. 10f.
 - (14) Ibid., p. 13.

- (15) Ibid., p. 17.
- (16) Ibid., pp. 105ff.
- (17) Ibid., pp. 45-64.
- (18) Ibid., pp. 83-140.

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Appendix B

Planning History of Greenwich Village

In spite of the Village's enduring character, the community continually changes, and although change is an essential part of the excitement and diversity of the area, there are several examples of interventions by public agencies and private real estate interests, as well as institutional, which have rendered a displeasing skyline to many of the community, and have resulted in the displacement of families who have long resided in the area.

Because New York has had a housing shortage since the Civil War, and because new ethnic groups migrating into the Village have typically been viewed by established residents as a threat to the current "charm and style" of the place, community members have, since the early part of this century, sought means to ensure a voice in any development which might affect the Village. The Greenwich Village Association, the Village Independent Democrats, and other local organizations have been sensitive to questions of how to create more housing and for whom, to what extent the Village's social and physical character should be left unaltered, and how much of the decision-making in central City agencies relating to the Village should be transferred to or influenced by Village organizations.

The impact of these concerns, however, did not really swell up until the advent of available Title I money. Initially, in 1949, when Mayor O'Dwyer appointed Robert Moses to chair the Slum Clearance Committee (SCC), the stated goal structure was quite simple: to demolish slums and to increase the tax revenues of the City. Resident relocation, the nature of new construction, and local concerns or interests were seen as considerations of minor importance.(1) The designation of an area for urban renewal did not require that the target structures be residential. Indeed, commercial "slums" were seen by the S.C.C. as needing as much attention as residential slums. Additionally, rebuilding economically depressed areas bypassed many relocation problems -- although Moses never admitted that relocation per se would influence his site decisions.

Property in Greenwich Village was attractive because even though the community did not have residentially blighted sections, there were two commercially inactive spots, one in South Village, and the other in West Village. These were warehouses and some factories in manufacturing zones whose structures continued to show a decrease in returns to the City every year.

Between 1949 and 1960, the battles between the Village groups and City agencies occurred over property south of West Fourth Street and east of MacDougal Street. Probably Moses visualized a comprehensive development scheme from Washington Square Park to Broome Street. Fifth Avenue ends at the park (Waverly Place). South of the Park, and about half a block east, ran West Broadway (known today as LaGuardia Place). Moses intended to extend Fifth Avenue south of the Park to lower Manhattan via West Broadway. The City, by taking land on each side of the avenue, would develop the northern blocks between West Fourth and Third Streets for educational purposes (New York University), from West Third to Spring or Prince Street for middle-income housing, and south of that to Broome Street for public housing.

The Village opposition saw the proposal for each group of blocks as separate from other proposals in the area, and therefore the protesting populations varied from conflict to conflict. Below Houston Street the South Village proposal was perceived as being different from the proposed Simkhovitch houses and, in turn, both proposals were considered by the residents of South Village as being related to the Washington Southeast Renewal Project, north of Houston Street. Hence, early opposition was not unified. Different people (small businessmen, homeowners, real estate men, tenants, and institutions) were differentially threatened as each succeeding section of the Village came within the grasp of the City machinery for implementing programs. The proposals south of Houston Street were eventually defeated by the Community, but the Washington Square Southeast Renewal Project remains as a bitter defeat for the Community.

The active Village groups in battling the S.C.C. were the Lower West-side Civic League, whose members were largely Italian tenants who tried to get their political wishes expressed through the Democratic machine of DeSapio; the Greenwich Village Association, whose members included leaders from both Italian and middle-class segments in the community; and the Village Independent Democrats, which was formed to strike at the heart of DeSapio's leadership and whose members consisted largely of middle-class professionals.

In 1953, New York University announced that it had entered into agreement with the S.C.C. to purchase three of 17.68 acres in the renewal area for educational purposes. The project site went from West Fourth Street on the north to Houston Street on the South, from West Broadway on the west to Mercer Street on the east. After the City condemned and bought the land, it was resold to private developers (the University and a housing developer) at a lower than market price. The land below West Third Street was to be used for middle-income housing. The developers drew up plans, which were approved by the Federal and City governments, and the Federal government paid the City two-thirds

the difference between the price at which the land was bought by the City and the lower price at which it was resold to the separate developers. The City paid the remaining third.(2)

The Title I proposal was assailed by the community. It was argued that the project was condemning land which did not house a residential slum and did not work toward the elimination of substandard housing. Additionally, the Village groups objected that the City was making an outright gift of taxpayers' money to a private institution (N.Y.U.). Although the land fronting on Washington Square Park (118,085 sq.ft.) was given a reuse value of five dollars per square foot in its current condition and eight dollars if cleared, the less desirable land a block or more from the park was listed at a reuse value of \$10.50 per square foot uncleared, or \$13.50 if cleared. Many in the community were up in arms because Moses had, through his actions, supported the University, and made it clear that the University's expansion needs had priority over the Village's need for new middle-income housing.(3)

In 1960, the community was further antagonized. The housing project faced severe financial difficulties and only half of the land for housing had been developed. The developers offered the University the prospect of turning over the three undeveloped blocks to meet the school's expansion needs. N.Y.U. was very interested in spite of the fact that in 1953, the institution publicly stated that it had "no financial interest in the (adjacent) housing project." (4) For the University and the housing developers to enter into such a contract meant a technical default in the original contract with the City. The City, therefore, had the option of reclaiming the entire site, including all improvements, and creating another contract with another developer. Again, the City decided that N.Y.U.'s needs were more important than the Village's housing shortage, and supported the proposed contract. A compromise was made, the details of which have never been disclosed, giving the community one-third of the land for a 175 unit cooperative to be constructed by 1963. A few years later, the University gained ownership of Washington Square Village, leaving only the cooperative and a bitter legacy for the community.

When the functions of the S.C.C. were assumed by a newly created agency, the Housing and Redevelopment Board, in 1960, New York's development programs came more directly under the control of Mayor Wagner. Moses' ability to move independently of the Mayor's office had been a sore point for Wagner. J. Clarence Davies was appointed to chair H.R.B. He intended to reform some of the City's methods in meeting its housing needs. First, priority would go to sites on open land, thus avoiding housing demolition and tenant dislocation; second, the agency was to be far more responsive to the interests and needs of neighborhood groups affected by ongoing or prospective development. Whereas Moses chose to deal with private developers and

their real estate interests, Davies exposed himself to the special interests of citizen groups (churches, political clubs, and the like) who came to him with numerous proposals for taking land and constructing housing, most of which required greater assistance than the schemes of established developers.

Davies was sympathetic, but philosophically he was opposed to direct subsidy of housing development programs. "A City can run into financial suicide via slum clearance unless areas are improved to pay what they're capable of bearing".(5)

The Board faced much opposition from the Borough Presidents in Staten Island and Queens with its intentions to take open land, and consequently Davies had trouble getting his proposals passed by the Board of Estimate. The objections were that the residents, and, therefore, the constituents of the Borough Presidents, did not want to subsidize middle-income tenants and high-rise projects. The unstated reason was that such new projects would open to non-white tenants.

Davies tried a new approach. He would develop land where the residents wanted it -- or where he thought they wanted it. The first site chosen by Davies to meet this criterion was located between Greenwich Village proper and West Village in an area with a mixture of old factories and tenements next to quaint renovated houses. Many of the inhabitants felt that the mixture of land uses gave the area vitality, and therefore was desirable. However, to Davies and James Felt (City Planning Commissioner in 1960), the land uses were considered incompatible, and required an extensive renewal program. West Village was selected for renewal because it seemed to Mayor Wagner, Davies, and Felt that Greenwich Village both wanted and needed middle-income housing. In October, 1958, opposing candidates for Congress, the State Senate, and The State Assembly, whose constituency included the Village population, expressed a need for middle-income housing in the Village. Davies had been approached in April, 1960 by the Housing Committee of the Greenwich Village Association in this regard. Also, during that summer, an independent housing interest group in the Village (MICOVE) was anxious to become sponsors of a middle-income housing site proposed south of Houston Street.

In addition to providing middle-income housing, H.R.B. hoped to provide, through the West Village Plan, opportunities to separate industrial buildings from residential, thereby eliminating heavy trucking from the local streets, as well as simplifying the chaotic traffic pattern in the area. Also, changes were anticipated in the West Village area, such as the dismantling of the elevated railroad spur; and it was hoped the renewal project could shape the future of the changing area.(6)

H.R.B. submitted a request for funds to the Board of Estimate on February 15, 1961 for \$300,000 from the Federal Government to finance a detailed survey of the site and later to draw up plans for renewal. H.R.B. failed to follow statutory procedure by neglecting to officially submit the request to C.P.C. for hearings and approval first, and this later became a point of controversy. Felt had given his personal assurance of support, so Davies considered the step unnecessary.

Between the public announcement of the H.R.B. request for planning funds (February 21st) and February 23rd, when the hearing of the Board of Estimate was scheduled to give its approval, the West Village community organized and the community was able to gain a delay in approval of the proposal at the Board of Estimate hearing.

The Committee to Save West Village (C.S.W.V.) was formed and advocated a militant, uncompromising approach. The Committee's principal aim was "to kill this project entirely because if it goes through, it can only mean the destructing of the community". The tactics of C.S.W.V. ranged from harassment of City investigators and Villagers who opposed them to vituperate protests at C.P.C. and Board of Estimate meetings. Eventually, the City's proposal was defeated.

The Committee's name was changed to The West Village Committee, and efforts were redirected from fighting plans imposed on the community to formulating schemes of future development which would better reflect the character and public interests of the Village. Perkins and Will, an architectural firm, were hired to draw up plans; and with consultation with New York State Division of Housing and Community Renewal, a product came forth in 1963 -- The West Village Plan for Housing. The housing scheme provides a physical solution of "adding harmonious planned housing into an existing community without any sacrifice of the people already there." (7)

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1. Davies, J. C., III, Neighborhood Groups and Urban Renewal, p. 14.
 2. Ibid., pp. 6-29.
 3. Camisa, A., Anatomy of Greenwich Village, Master's Thesis, Columbia University, Department of Urban Planning, 1964, pp. 91f.
 4. Ibid., p. 91.
 5. Lowe, Jeanne, Cities in a Race With Time, p. 100.
 6. Davies, J. C., III, op. cit., p. 81.
 7. The West Village Plan for Housing, West Village Committee, 1963.

Appendix - C

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Appendix - D

Conditions of Piers from Nos. 34 to 54

- Pier 34: Only substructure of pier, platforms, and sheds is in good condition. Fender system, main deck, superstructure and services are poor to fair. The main deck, superstructure and services are in good to very good condition. The ventilation tower for the Holland Tunnel is at the face of the pier. Passenger walkway supported on center column runs from second floor of bulkhead shed to pierhead. Shed is not in use.
- Pier 36: Very poor condition in all aspects. The bulkhead wall between Piers 36 and 40 is in good condition, but lacks a fender system.
- Pier 40: Is under construction. It is 810 sq.ft. entirely O/B of bulkhead line. The bulkhead wall between Piers 40 and 42 is in good condition, but lacks a fender system.
- Pier 42: Has only a good main deck. There is noticeable settlement near the outboard end. The bulkhead wall between Piers 42 and 45 is in good condition, but lacks a fender system.
- Pier 45: Is presently a carfloat operation and is in good condition all around.
- Pier 46: Has a good fender system, main deck, and superstructure. Substructure and services are fair; the bulkhead shed is the same. The shed has a walkway resting on the bottom chord of trusses, and it runs from the bulkhead shed to the pierhead mezzanine.
- Pier 48: Has only a good fender system for its platform and shed, and of the bulkhead shed only the main deck is good. The shed has a mezzanine at the outboard end. The south bulkhead shed has steel framing for the second floor, but has no flooring on the place.
- Pier 49: Is in generally fair to poor condition. The pier shed has two freight elevators.
- Pier 50: Is in fair to poor condition and has two freight elevators.
- Pier 52: Is in fair to poor condition. The shed has steel framing for the second floor, but there is no flooring in the place.

Department of Sanitation Marine Loading Station: Is in very good condition and has two barge slips.

Pier 53: Is generally in poor condition. There is a fire boat house on the D/S side of the pier. The bulkhead shed is dilapidated.

Pier 54: Has good platform and shed conditions. Of the bulkhead shed, the fender system, main deck, superstructure and services are in fair to poor shape. The pier shed has three freight elevators and cargo beams. The bulkhead shed has two passenger elevators and a luggage escalator.

Appendix - E Characteristics of Piers

| <u>Pier No.</u> | <u>Present Tenant</u> | <u>Function</u> | <u>Date Built</u> | <u>Type of Construction</u> |
|-----------------|-----------------------|--|-------------------|-----------------------------|
| 34 | Property Clerk NYC | INACTIVE auto storage | 1931 | Timber pile & conc. deck. |
| 40 | Holland-America Line | ACTIVE cargo & passenger, and some lighterage | 1962 | Steel pile & conc. deck. |
| 42 | Recreation, Training | ACTIVE community activities | 1876 | Timber pile & conc. deck. |
| 45 | Property Clerk NYC | INACTIVE auto storage | 1940 | Timber pile & conc. deck. |
| 46 | Lehigh Valley RR | ACTIVE lighterage, west-bound & eastbound, 20 RR cars per day | 1927 | Timber pile & conc. deck. |
| 48 | Erie-Lackawanna RR | ACTIVE eastbound station float, 40 RR cars per day | 1898 | Timber pile & deck. |
| 49 | Property Clerk NYC | INACTIVE auto storage | 1898 | Timber pile & deck. |
| 50 | Penn Central RR | ACTIVE 1/2 load eastbound station float, 40 RR cars per day | 1898 | Timber pile & deck. |
| 51 | B & O RR | ACTIVE east & westbound lighterage | 1898 | Timber pile & deck. |
| 52 | B & O RR | ACTIVE westbound lighterage | 1898 | Timber pile & deck. |
| | GANSEVOORT DESTRUCTOR | VERY ACTIVE truck, barge & incineration activities, & community recreation | ? | Timber piles & conc. deck. |

CHARACTERISTICS OF PIERS

| <u>Pier No.</u> | <u>Present Tenant</u> | <u>Function</u> | <u>Date Built</u> | <u>Type of Construction</u> |
|-----------------|-----------------------------|------------------------------------|-------------------|------------------------------|
| 53 | Fire Boat & Truck Pkg. | INACTIVE truck parking & fire boat | 1898 | Timber pile & conc. deck. |
| 54 | VACANT since 1962 or before | | 1906 | Timber pile & conc. deck. |
| 56 | VACANT since 1962 or before | | 1906 | Timber pile & conc. deck. |
| 57 | Grace Line | Cargo & passengers | 1957 | Conc. caissons & conc. deck. |

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